DOCUMENT RESUME

ED 275 367 JC 860 556

TITLE	Blueprint for Quality: Final Report of the Committee on the Future of Maryland Community Colleges.
INSTITUTION	Maryland State Board for Community Colleges, Annapolis.
PUB DATE	Sep 86
NOTE	145p.
PUB TYPE	Reports - Descriptive (141) -- Viewpoints (120)
EDRS PRICE	MF01/PC06 Plus Postage.
DESCRIPTORS	*College Planning; College Role; *Community Colleges; *Educational Finance; Financial Support; *Governance; *Institutional Mission; *Statewide Planning; Two Year Colleges
IDENTIFIERS	*Maryland

ABSTRACT

Developed by a state-appointed committee comprised of college faculty, administrators, trustees, representatives of the Governor of Maryland and state legislature, this report addresses the mission, governance, and finance of the Maryland community colleges in light of current trends and future needs. Chapter I offers an introduction to the committee's charge and the questions it investigated. Chapter II examines demographic, social, economic, technological, intellectual and cultural trends shaping community colleges. Chapter III examines the mission of the community colleges, touching on future directions, community-centeredness and flexibility, access, programs, services, and other issues. Chapter IV focuses on governance, pointing to the need to strengthen both local boards of trustees and the State Board for Community Colleges. Chapter V highlights financial concerns, providing a description of the current funding method used in Maryland and other funding models used in other states, stating principles for evaluating funding methods, offering a funding proposal for the state system, and examining issues related to capital and external funding and student financial aid. Finally, chapter VI offers a numerical listing of the 57 recommendations made in other sections of the report. Appendices include relevant sections of the Annotated Code of Maryland, Education Article. (EJV)

****
* Reproductions supplied by EDRS are the best that can be made *
* from the original document. *
****

ED275367

Blueprint for Quality

FINAL REPORT of the Committee on the Future of Maryland Community Colleges

Maryland State Board for Community Colleges

sbcc

16 Francis Street
Annapolis, Maryland 21401

2

IC 860 556

"PERMISSION TO REPRODUCE THIS MATERIAL HAS BEEN GRANTED BY
M. J. Pope

TO THE EDUCATIONAL RESOURCES INFORMATION CENTER (ERIC)."

U.S. DEPARTMENT OF EDUCATION
Office of Educational Research and Improvement
EDUCATIONAL RESOURCES INFORMATION CENTER (ERIC)

☐ This document has been reproduced as received from the person or organization originating it.
☒ Minor changes have been made to improve reproduction quality.

• Points of view or opinions stated in this document do not necessarily represent official OERI position or policy.

BLUEPRINT FOR QUALITY

Report of the
Committee on the Future of Maryland Community Colleges
September 1986

MARYLAND STATE BOARD FOR COMMUNITY COLLEGES
16 FRANCIS STREET
ANNAPOLIS, MARYLAND 21401
301-269-2881

This report was prepared by an 18-member committee established by the Maryland State Board for Community Colleges in the Summer of 1985. The State Board devoted a two-day workshop September 11 and 12, 1986 to discussion of this report and development of a plan of action for its implementation. The Board believes it is an excellent report and expresses its appreciation and commendation to the Committee on the Future of Maryland Community Colleges. If those who share responsibility for continued development of community colleges use this report, it can help immensely in the years ahead.

At its October 9, 1986 meeting, the State Board took the following action:

o Identified Chapter V, Finance, of most urgent importance and approved proposed legislation for a new funding formula for determining State aid. It is unfortunate that the State share of the cost of operating the community colleges has declined significantly in recent years. The State Board and its staff will work with the local boards of trustees, presidents, county government officials, the Governor, and State legislators to attempt to achieve a revision in State funding in the next budget and legislative session.

o Established a work plan whereby the State Board will address various sections of the report in its regular meetings in the months ahead. Through this process the Board expects to examine, discuss, and take action on all of the recommendations that relate to State Board responsibilities.

o Authorized distribution of the report to local trustees and presidents, encouraging them to give serious study to this report and to take actions they deem appropriate. It is the Board's view that this document, which reflects the best thinking of its Maryland colleagues, can be of immense help as each college evaluates its status and plans for the future. The State Board encourages local boards of trustees and presidents to create study groups to systematically study this report. Perhaps such an approach can serve as a vehicle for further involvement of college personnel, students, and citizens out of which can come greater knowledge and understanding of college programs, achievement, and problems. Finally, the Board urges presidents and local boards of trustees to act on those ideas and recommendations that can help in efforts to continue the growth and development of their college.

Samuel P. Massie

Samuel P. Massie
Chairman

COMMITTEE ON THE FUTURE OF MARYLAND COMMUNITY COLLEGES

Senator John A. Cade
Member Budget and Taxation Committee

Dr. Roland J. Chapdelaine
Dean of Instruction
Howard Community College

Dr. Bill G. Clutter
Associate Dean of Community Services
Prince George's Community College

Mrs. Janet Cook
Associate Professor English and Speech
Allegany Community College

Mr. Martin A. Crabbs
Comptroller
Frederick Community College

Dr. Philip R. Day, Jr.
President
Dundalk Community College

Mr. Glennon DeRoy
Member Board of Trustees
Harford Community College

Dr. Robert L. Gell
President
Cecil Community College

Mrs. Joan Hennessey
Assistant Professor English/Basic Skills
Chesapeake College

Mr. Robert Lawrence
Member Board of Trustees
Wor-Wic Tech Community College

Ms. Judith E. Martincic
Director Maryland Industrial Training Program
Dept. of Economic & Community Development

Dr. Marie Nowakowski
Director of Counseling
Hagerstown Junior College

Dr. Anthony V. Pappas
Dean of Students
Anne Arundel Community College

Dr. Robert E. Parilla, Committee Chairman
President
Montgomery College

Mr. John T. Parran
Member Board of Trustees
Charles County Community College

Delegate Howard P. Rawlings
Member House Appropriations Committee
Associate Professor of Mathematics
Community College of Baltimore

Dr. Sheila M. Tolliver
Governor's Executive Assistant for Education

Dr. James D. Tschechtelin
Executive Director
State Board for Community Colleges

COMMITTEE STAFF

Dianne S. Ganz

Dorothy S. Linthicum

Philip E. Mancha

EXECUTIVE SUMMARY

The decade of the 1980s marks a critical juncture for Maryland community colleges. The past two decades were a period of tremendous growth and expansion for all of higher education. Now higher education is facing enrollment declines, budget restraints, and severe competition for students and funding. Recognizing this changing environment, the State Board for Community Colleges appointed a Committee on the Future, comprised of college faculty, administrators, and trustees, as well as representatives of the Governor and state legislature, whose task was to examine mission, governance, and finance in light of current trends and future needs.

The Committee on the Future has concluded that the major opportunity for community colleges in the decade ahead will be the shift in emphasis from managing rapid growth to maintaining and improving quality. A future characterized by slower growth provides a congenial environment for improvement in quality, providing that all partners in the community college system are willing to focus their resources and energies on promoting excellence. At each college a climate of excellence must be created whereby achieving quality is a mutual enterprise shared by trustees, administrators, faculty, and students. Trustees must represent their community to the college and their college to the community while protecting the health and integrity of the institution. Administrators must refuse the temptation to respond to management issues with short-term survival solutions. Faculty must continually strive to keep current in their disciplines and keep alive their commitment to student success. Students must be willing to accept as their own the responsibility for translating educational opportunity into solid academic achievement. In addition, the State Board for Community Colleges must vigorously represent the course of community colleges to the legislature and the public. The Governor and State legislature must adequately fund community colleges and lessen the impact of enrollment flux in the funding formula. Quality doesn't come cheaply; every element of Maryland's community colleges, from students to legislators, must share its cost.

MISSION

An emphasis on excellence will mean a reordering of priorities, but it will not call for sacrificing any part of the college's comprehensive mission, particularly the college's commitment to open access. On the contrary, the changing circumstances envisioned for the coming decade argue more strongly than ever for community colleges which continue to be accessible to the underrepresented and the underprepared. Also, community colleges are keenly aware of their continuing responsibility to the many minorities who still do not participate equally in our society. The Committee believes that open access can be preserved without sacrificing quality if colleges are willing to combine their traditionally strong support of student efforts with equally rigorous expectations for student achievement.

Indeed, the justification for a comprehensive mission has never been more compelling. Trends suggest a more demographically and socially diverse student body in the decade ahead. The growing emphasis on lifelong learning means, in part, that community colleges must be prepared to address the diverse educational needs that develop in the course of a human lifetime. It will be necessary for each college to maintain a comprehensive program mix appropriate to the needs of its community of learners. At the heart of the comprehensive mission is the axis of values which define

community colleges as, first and foremost, institutions of higher education and which warrant that academic excellence be recognized as the central priority for each segment of the mission: transfer, technical and career, continuing education, and developmental/remedial. Diversity will not be at the cost of excellence providing the colleges focus their resources in each segment on ways to upgrade programs, reinvigorate faculty, and improve student performance.

The following statements summarize conclusions regarding mission reached by the Committee on the Future.

- All students need a general education, the knowledge deemed necessary for a person to function in a complex world. Community colleges need to develop strategies that will make general education available to all students, not just those seeking degrees.

- Community colleges must protect the integrity of the transfer program to maintain their image and status as institutions of higher education and to provide a door to higher education that otherwise would be denied to many. Transfer programs can be strengthened through improved articulation with secondary schools and four-year colleges and the provision at each college of a sufficient range of sophomore courses.

- Community colleges should work to overcome the artificial barriers that exist between arts and sciences and the technical/career programs and should seek ways to integrate liberal studies into all parts of the curriculum.

- In technical and career programs, community colleges need to provide general skills that can be transferred as jobs change as well as specific skills for job entry. Also, local colleges are encouraged to cooperate with local public schools to develop two-plus-two programs.

- Community colleges should be recognized and used as a major economic development resource in their community and State for manpower training and small business support.

- Continuing education (noncredit coursework) should be guided by responsiveness to the community and by the collegiate values that reflect the institution's role and image in higher education.

- All colleges need to periodically review their facilities, educational programs, and services to make sure that they are meeting the needs of adult learners.

- Community colleges have a primary responsibility within higher education for remedial education in Maryland. Colleges have a responsibility to provide mandatory skill assessment for all students and to restrict entry to academic credit courses to those who demonstrate preparedness.

- Each institution should implement a standard of progress requirement that reflects the importance of standards for quality community college education. The standard of progress requirement needs to be supported by an effective student services system and reinforced by strict academic sanctions.

- Community colleges should provide faculty development through sabbaticals, released time for scholarly endeavors, funding support for conferences, and personnel exchanges with local business and industry.

- Community colleges should reaffirm their commitment to affirmative action made in the last decade.

GOVERNANCE

In Maryland, commitment to the principle of local governance is historically strong. The day-to-day responsibility for operation of the community college is largely in the hands of local colleges. Many parties, however, have some authority over community college operation, including local governments, the State Board for Community Colleges, the State Board for Higher Education, and the various accrediting bodies.

Testimony before the Committee on the Future was uniformly in support of the present principle of local governance of community colleges and of the current coordinating role of the State Board for Community Colleges. The Committee concludes that local control with State coordination is a combination that will best serve Maryland community colleges in the decade ahead.

The main goal of effective governance is ensuring quality institutions. The Committee agrees that strong governing boards at the local level and a strong coordinating board at the State level are necessary to meet the challenges of the future.

- A training program for trustees that includes a formal orientation process and ongoing training should be developed by the colleges and the State Board for Community Colleges. Local trustees should be appointed by the Governor for terms of not more than six years and for not more than twelve consecutive years.

- The State Board for Community Colleges is responsible for ensuring that community colleges provide a high level of service and are operated efficiently. Certain specific circumstances justify State Board intervention in the operation of a local college.

FINANCE

Three major revenue sources--the State government, local governments, and student tuition and fees--support nearly all the costs of community colleges. State aid is distributed on a per student formula basis with separate formulas for regional and small schools, a flat grant per board of trustees, a dollar amount for each part-time student, and a fixed rate per Pell Grant recipient. Each college negotiates with its local government for the amount the subdivision will provide. Tuition and fees are established by local boards of trustees. Almost two-thirds of the college operating revenues are determined by enrollment. In the past, enrollment driven funding served the colleges well during times of rapid expansion and changing needs. In periods of enrollment decline or stability, enrollment driven funding can make colleges too dependent on the marketplace. Rather than focusing attention on educating students well, the formula focuses attention on recruiting students in areas that may or may not be consistent with the college mission.

Before considering any changes in the current funding methods, the Committee developed a set of principles to consider in designing a funding mechanism. The formula should be simple and manageable, maintain the governance structure, provide for equity, recognize economies of scale, generate broad general acceptance, and maintain access by assuring reasonable tuition and fees.

- The Committee proposes a formula for State aid with only three components: a flat grant, an amount per FTE, and an adjustment to the flat grant to provide equity funding. About 55 percent of the funds will be allocated via a flat grant. About 45 percent of community college revenues will increase or decrease with rising or declining enrollment with this formula.

- Legislation should be enacted to provide for an annual adjustment in all parts of the State funding formula.

- To make up for past deficiencies and to meet the needs of changing technology, the State should increase funding to community colleges by $10 million in FY 1988.

- To meet the needs of a changing student population and older campuses, the State and the colleges should reevaluate priorities for capital funding.

- Community colleges should maintain active foundations to serve college needs.

- The State should increase funding for student financial aid to offset federal cuts and develop guidelines for student aid that provide equity for community college students.

- Local governments should review their support for the local college and make every effort to meet the reasonable financial request of the local boards.

- Tuition should not be so high as to deny access but students can be expected to pay a reasonable portion of the cost of their education.

CONTENTS

		Page
EXECUTIVE SUMMARY		v
I.	INTRODUCTION	1
	Committee Charge	3
	Study Questions	3
II.	TRENDS SHAPING COMMUNITY COLLEGES	5
	Demographics	5
	Social	8
	Economic	9
	Technological	13
	Intellectual and Cultural	15
	Conclusion	16
III.	MISSION	19
	Future Directions	20
	Community-Centeredness and Flexibility	20
	Comprehensiveness	20
	Access	22
	Programs, Services and Issues	24
	Transfer Education	25
	Arts and Sciences	29
	Technical Education	32
	Business and Industry Activities	34
	Continuing Education	36
	Lifelong Learning	38
	Developmental/Remedial Education	39
	Standards of Progress	42
	Student Services	42
	Faculty Development	44
	Affirmative Action and Equal Opportunity	45
	Conclusion	46
IV.	GOVERNANCE	47
	Future Directions	49
	Strengthening Local Boards of Trustees	50
	Strengthening the State Board for Community Colleges	54
	Conclusion	58

V. FINANCE 59

Description of Current Maryland Funding Method 59
National Community College Funding Models 71
Principles for Evaluating Funding Methods 72
Funding Proposal - Operating Budget State Aid Funding Formula . 73
Additional Operating Budget Funding 83
Other Operating Budget Issues 87
Capital Funding. 88
External Funding 89
Student Financial Aid 89
Conclusion 90

VI. RECOMMENDATIONS 91

APPENDICES

A. Synopsis of Members of Committee on the Future and Staff. 99

B. Regional Hearings Schedule and Participants 107

C. Annotated Code of Maryland, Education Article, Title 16
Subtitle 1. State Board for Community Colleges
§ 16-104 Powers and Duties 121

Subtitle 2. Organization and Government of Community Colleges
§ 16-203 Powers of Boards of Trustees 124

D. Annotated Code of Maryland, Education Article, Title 16
Subtitle 2. Organization and Government of Community Colleges
§ 16-204 President 127

E. Annotated Code of Maryland, Education Article, Title 12
State Board for Higher Education (in part) 131

REFERENCES 133

I. INTRODUCTION

"Cheshire Puss," [Alice] began, rather timidly, ". . . would you tell me, please, which way I ought to go from here?"

"That depends a good deal on where you want to get to," said the Cat.

(from Alice in Wonderland)

The decade of the 1980s marks a critical juncture for Maryland community colleges. There are many reasons why this is an appropriate time to ask "where do we want to go from here?" The mission and goals for community colleges were last studied in a comprehensive way when the first State Plan for Community Colleges in Maryland was written in 1973, at the height of a period of tremendous growth and expansion in higher education. Sixteen of Maryland's seventeen community colleges had been built during the previous two decades. Between 1970 and 1985, the credit student population in community colleges increased from 47,000 students to over 95,000 students, a change of 102 percent. However, that period of expansion is now over. Like other institutions of higher education, community colleges are facing enrollment declines, budget restraints, and severe competition for students and for funding. During this period of contraction, it is especially important that colleges have a strong, realistic sense of their mission to guide them. At best, the scarcity of resources requires an ordering of priorities and the making of difficult decisions; at worst, it can create pressures to sacrifice quality in the name of survival.

Economic and enrollment hardships, however, are merely accessories to the more profound issues confronting community colleges today. A complex array of changes are challenging the traditional structures of higher education. The combined effects of these changes have led to what Myron Marty calls a "crisis of legitimacy," a sense of confusion about what constitutes the legitimate role of community colleges in the higher education system (98-99). The influx of nontraditional students requiring special services, the rising number of part-time students who lack specific academic objectives, the growing concern for quality--these are only several of the myriad of pressures prompting a reevaluation of the direction of Maryland's community colleges in the future.

Concerned educators and citizens across the nation are calling for a renewal of quality in the nation's schools. In 1984 and 1985, three independent national reports focused the nation's attention on the need for academic reform in higher education. All three reports deplore the erosion of academic standards, the decline in student achievement, the disarray in the curriculum, and the confusion generally about what should be the purposes of higher education. Blame for this state of affairs is cast in all directions, both inside and outside the academic institution. The reports themselves cite problems created by open admissions, faculty inertia, the growing materialism of students. Specifically, these reports point to a "failure of nerve and faith" on the part of college administrators (Bennett 3), the "marketplace philosophy" which turns colleges into "supermarkets where students are shoppers and professors are merchants of learning," (Association of American Colleges 2), and the impact of enrollment-driven funding which tends to "serve the changing whims of demands rather than student

needs" (National Institute of Education 12). Social critics tend to place the perceived educational crisis in the context of broader social dysfunctions: the dislocations of moving from an industrial to a technological society, the decline of shared values, the growing materialism in the culture as a whole.

Community colleges are experiencing many of the stresses which have afflicted their four-year counterparts, particularly the burden of assimilating large numbers of underprepared students and the strain of financial management in a period of slow or stable enrollment growth and restricted budgets. With virtually half of all undergraduates in Maryland enrolled in community colleges, it is obvious that community colleges will have to play a vital role in any statewide movement toward excellence in higher education. To this end, the Committee on the Future has singled out the pursuit of quality as the overriding concern in charting the direction of Maryland's community colleges during the next decade.

The Committee recognizes that although community colleges share many of the same problems regarding quality as do their four-year counterparts, community college solutions to these problems will need to be uniquely their own. For example, because of their particular commitment to the democratic ideal of open admissions, the community colleges cannot adopt solutions which would betray that commitment, such as raising entrance level admissions standards. The community college must forge a commitment to excellence that, on the one hand, does not confuse excellence with elitism, and on the other, does not divorce excellence from rigorous academic standards.

What, then, are the hallmarks of quality in the community college? Quality, like any other philosophical term, has meaning both on the theoretical level—where it can help to define our guiding vision--and on the concrete level--where it provides challenges to struggle with specific, actual implementation. In its transcendent sense, quality is an ideal; it is the name given to the continuing impulse to do our best in every undertaking. The National Commission on Excellence in Education (1983) defines quality as "performing on the boundary of individual ability in ways that test and push back personal limits . . . Excellence characterizes a school or college that sets high expectations . . . for all learners, then tries in every way possible to help students reach them."

On the concrete level of implementation, quality forces upon the community colleges the difficult question inherent in its name. The word "quality" poses a question: "What kind of?" The answer to that cannot simply be in terms of one convenient yardstick of measurement: excellence in the developmental program cannot and should not mean the same, on an implementational level, as excellence in the honors program. What makes the matter of defining quality on the implementational level uniquely challenging for the community college is inherent in its mission: to provide for the citizenry of a particular community the opportunity to pursue programs of higher education appropriate to their needs, desires and abilities--and according to academic standards of comparable offerings at the selective four-year colleges and universities.

The State Board for Community Colleges has contributed a useful operational definition of quality that takes account of the diversity of goals among community college students. Quality is defined as student success. Do students reach their goals?

Do they successfully transfer to four-year institutions? Do they find jobs in their field of study? Are employers satisfied with employees who are community college graduates?

Maryland community colleges are facing a challenging era that will shape their future for years to come. The Committee believes that colleges can best meet these challenges by making quality their overriding consideration. At each college a climate of excellence must be created whereby achieving quality is a mutual enterprise shared by trustees, administrators, faculty, and students. Colleges must refuse the temptation to respond to management issues with short-term survival solutions. Faculty must continually strive to keep current in their disciplines and to keep alive their commitment to student success. Students must be willing to accept as their own the responsibility for translating educational opportunity into solid academic achievement. The State Board must vigorously represent the course of community colleges to the legislature and the public. The Governor and State legislature must adequately fund community colleges and lessen the impact of enrollment flux in the funding formula. Quality doesn't come cheaply; every element of Maryland's community colleges, from students to legislators, must share its cost.

COMMITTEE CHARGE

During the Summer of 1985, the Maryland State Board for Community Colleges, in conjunction with affiliate organizations and legislative leaders, appointed eighteen people to serve on the Committee on the Future of Maryland Community Colleges. Committee members included representatives of the State legislature; community college trustees, administrators, and faculty; the Executive Director of the State Board for Community Colleges; the Governor's Executive Assistant for Education, and a representative of the Maryland Department of Economic and Community Development. (See listing of members on page iii.) The State Board appointed Robert E. Parilla, President of Montgomery College, as Committee Chairman.

The purpose of the Committee was to examine mission, governance, and finance in light of current trends to assure that community colleges are prepared to meet the challenges of the next decade. The Committee's report is intended to supplement the State Plan for Community Colleges in Maryland developed in 1973. The Committee's work also is intended to be complementary to the Governor's Commission on Excellence in Higher Education which is studying all of Maryland higher education, including independent sectors.

STUDY QUESTIONS

The Committee was charged to investigate the following questions:

- What should be the mission of Maryland community colleges?
- How should quality be defined in the community college?
- Are changes needed in the overall funding structure?
- Are changes needed in the governance principle of statewide coordination and local governance?

- What recommendations from the recent national studies of higher education should be implemented in Maryland community colleges?

- How should community colleges incorporate new instructional technology?

Process

The Committee first developed a series of background papers to define the three study areas. The papers included a description of the current status of the mission statement, governance structure, and finance formula. The background papers included a brief statement of changes and problems affecting the status quo. A series of questions was then posed to guide discussion.

A series of eight hearings throughout the State was scheduled during October and November to allow the Committee to hear from State higher education leaders; community college faculty, staff, administrators, board members, and students; local political leaders and administrators; representatives of local organizations and business groups; business leaders; and citizens. (The schedule of hearings and a list of participants appears as Appendix B.) The background papers on mission, governance, and finance were given to local college presidents who organized and hosted the regional hearings. Almost 200 people testified before the Committee or submitted written testimony.

A major finding of the Committee, perhaps the most important, was the overall satisfaction with community college performance. Business leaders talked about successful training programs, well-trained employees, and the flexibility of colleges to meet their needs. Local politicians described the importance of the colleges in their communities. Students and others praised the accessibility of community colleges and the door to higher education they opened. Many referred to the ability and desire of the community colleges to meet community needs and serve a diverse and changing student population.

Background research on the three study topics was conducted concurrently with the development of the briefing papers and the hearings. Staff members prepared summaries of key publications, provided statistical data, and selected important excerpts from the literature for the Committee to study.

At the conclusion of the hearings, the Committee met for a three-day retreat to discuss major issues raised in the background papers and at the hearings. That discussion is the basis for this report.

In the following chapters the three study areas of mission, governance, and finance will be discussed. Each section will begin with a definition of the topic and brief description of the current status. Major issues that emerged from the hearings, research, and experience of Committee members will then be discussed in more detail.

II. TRENDS SHAPING COMMUNITY COLLEGES

The next decade will be a time of change for Maryland community colleges. Pressures for this change come from changing conditions inside the institutions as well as from a changing society. Trying to predict how and when changes occur tests not only reason but also credibility. In Megatrends, Naisbitt says:

> No one can predict the shape of that new world. Attempts to describe it in detail are the stuff of science fiction and futuristic guessing games that often prove inaccurate and annoying. The most reliable way to anticipate the future is by understanding the present (xxiii).

This chapter examines present conditions and trends in five critical areas: demographic, social, economic, technological, and intellectual and cultural. Graphs demonstrate both the effect these areas already have had on Maryland community colleges and the anticipated impacts on enrollments and programs. The section on technology recognizes changes not only in what we teach but also in how we teach, who we teach, and where we teach.

DEMOGRAPHIC

The demographics of the next decade will be quite different from those of the previous one. Throughout the industrialized world, there is a long-term trend toward lowered fertility, fewer marriages, more divorces, and larger numbers of people living single or childless life styles. The result is a decline of the recent high school graduate population through the 1980s and early 1990s with a corresponding increase of 42 percent in the 35 to 44 age group. The population beyond age 44 also is projected to increase during this period (Graph 1).

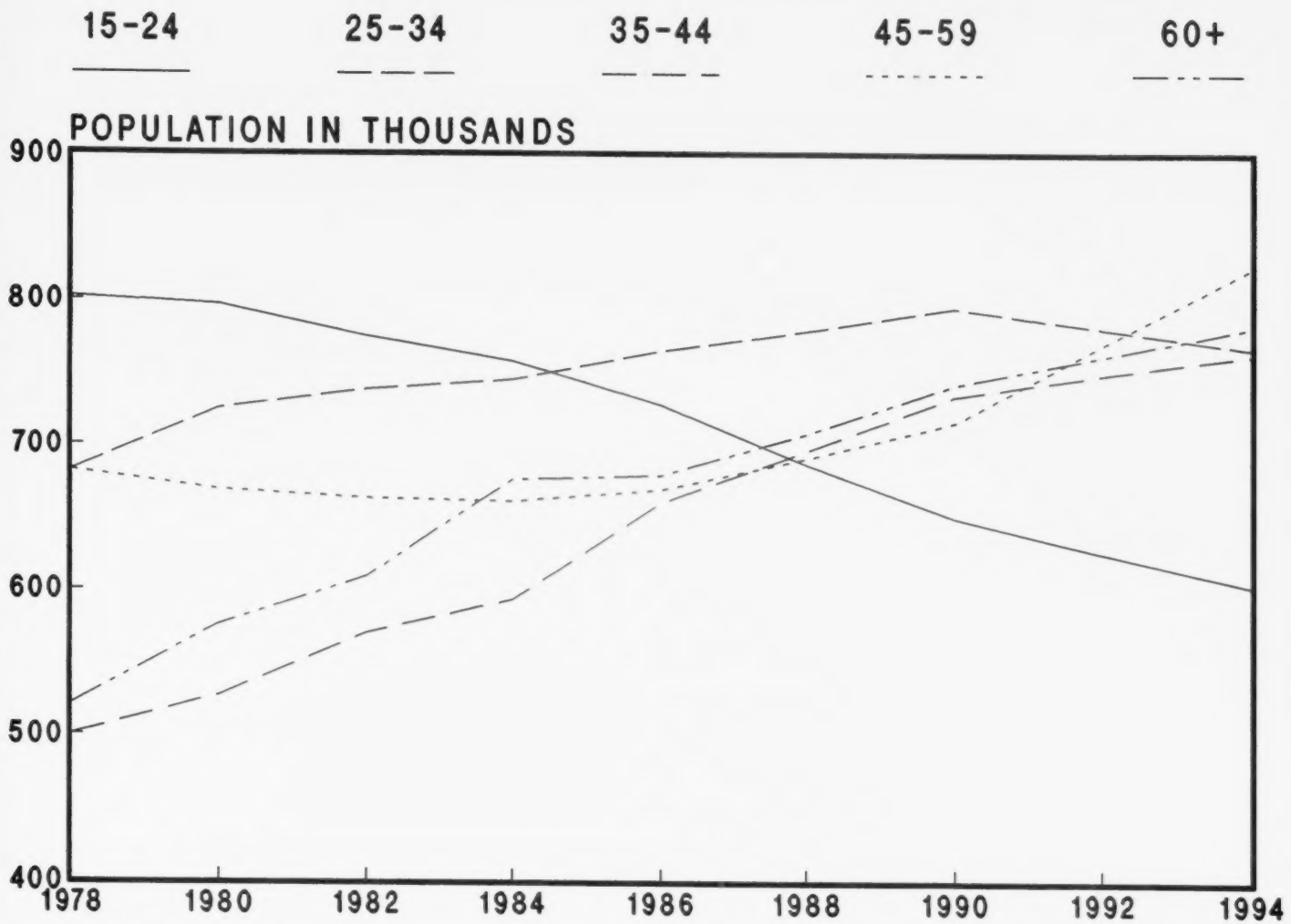
The declines and increases of different age groups have a significant impact on community college enrollment and, more importantly, the number of credit hours taken. Graph 2 shows credit enrollment by age group at Maryland community colleges from 1982 to 1985. The effect of the decline in the pool of younger students becomes more apparent in comparing the average credit hours taken by each age group: younger students are more likely to enroll full-time while older students more often enroll part-time. Projections for credit hour enrollment shown in Graph 2 are based on population projections and average credit hour loads by age group. The expected decline in enrollment in the next decade is consistent with the decline in the recent high school graduate group.

Another important demographic factor influencing the future is that the decline in fertility has been primarily a white middle class phenomenon. Birth rates for minorities have held constant. As a result, 33 percent of the public school enrollment in Maryland in Fall 1980 were minorities, many from economically disadvantaged backgrounds. A report from the National Institute of Independent Colleges and Universities predicts that "any surge of new enrollments during the next two decades in higher education will be led by minorities" (Hodgkinson).

The needs of minority groups must be carefully considered in studying the future of community colleges in Maryland. Despite the increase of minorities in public schools, enrollment of minorities in Maryland's public colleges and universities has

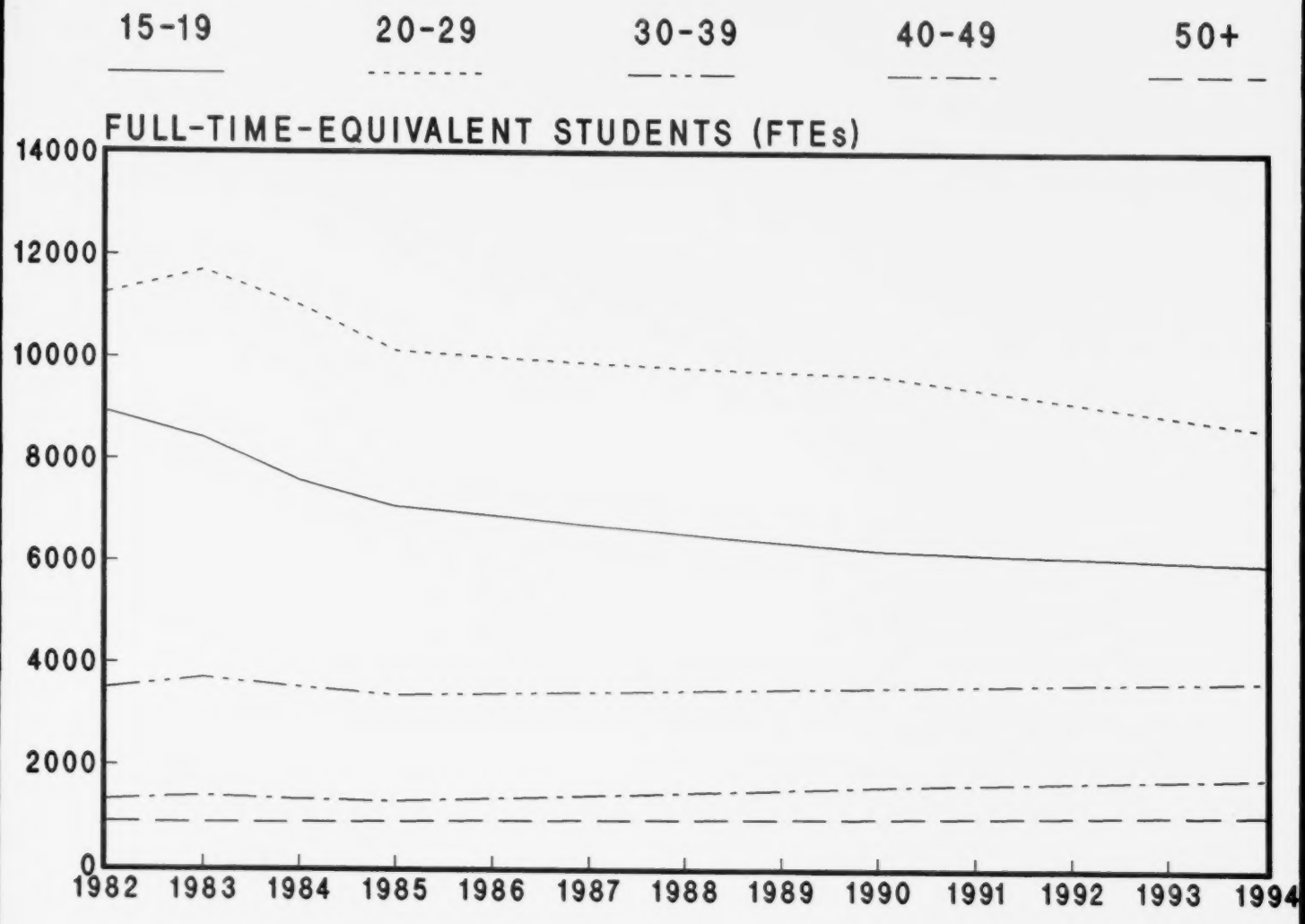
Graph 1

POPULATION PROJECTIONS BY AGE GROUP
MARYLAND COMMUNITY COLLEGES



Graph 2

PROJECTED CREDIT FULL-TIME EQUIVALENT STUDENTS BY AGE GROUP
MARYLAND COMMUNITY COLLEGES
FISCAL YEAR 1985



recently declined. The recent agreement made with the U. S. Department of Education commits the State to provide higher education opportunities to Maryland's minority population. Community colleges must assume part of this responsibility.

SOCIAL

Charles Dickens' famous passage, "the best of times, the worst of times," captures the paradoxical social temper of our decade, a period of instability, dynamic change, and, above all, contradictions. Contrary tendencies exist side-by-side. The "global village" coexists with what Naisbitt calls a "new regionalism." An increasing standardization of popular culture is paralleled by an increasing move toward decentralization in politics, business and education. The merging of corporations into vast aggregates is countered by a resurgence of individual entrepreneurship and small, self-help consumer groups. The depersonalization of high-technology is responded to by the personalizing emphasis of the human potential movements. A new conservatism flourishes alongside of an unprecedented liberalization of lifestyles--today only about 17 percent of the population fit the image of the traditional nuclear family of the '50s and '60s (Hodgkinson 12).

The only common denominator of these trends and countertrends is diversity. Indeed, one of the challenges of the modern pluralist society is the sheer multiplicity of values and choices confronting even the ordinary citizen. People are becoming increasingly autonomous in their values, a situation which is both cause and consequence of the recorded loss of public confidence in institutions which have been traditionally the repositories of social and civic values: organized religion, higher education, government (Snyder 29). People are forging new lifestyles, making independent decisions, and experimenting with options never before available.

Most striking is the example of women, who are exploring a variety of options to the traditional female roles: they are joining the labor forces, going and going back to college, and entering professional schools. The entry of more women into the labor force has also led to a new variety of working arrangements: part-time, flextime, working at home, working partly at home and partly at the office, job-sharing.

Another social indicator is the rise in educational levels of the U. S. population which has resulted from the movement through schooling of the baby boom generation. In 1945, only 25 percent of American adults had completed high school and only 5 percent were college graduates. By 1980, 75 percent of adults were high school graduates and 18 percent had completed at least four years of college, with 15 percent more holding two-year associate degrees. This means that today there are more Americans with a postsecondary degree than there were high school graduates in 1945, a fact which Snyder believes is a "direct result" of the belief in schooling on the part of the parents of the baby boom generation (8).

The baby boom generation, who inherited this belief in schooling, are now in their middle-age and have become lifelong learners, seeking learning experiences that range from recreational to vocational to intellectual exploration and cultural enrichment. The interest of the baby boom generation in learning also has resulted in a disaggregated market for postsecondary education. In the National Institute of Independent Colleges and Universities report cited earlier, it is noted that a whole new array of service providers, including industry, the military, and government, "is educating three

out of four adults being educated in the United States, while colleges and universities are educating about one in four" (Hodgkinson 14).

Societal changes are already reflected in the type of student, the faculty and the curriculum at community colleges. Ten years ago about half the credit student body attended college part-time, 65 percent were enrolled in transfer programs, and 46 percent were women. In 1984, almost 75 percent of the student body were enrolled part-time, 46 percent were in transfer programs, and 60 percent were women (Graph 3). The percentage of instructional hours taught by part-time faculty also has increased.

While total Fall credit enrollment almost doubled between 1972 and 1984, the number of associate degrees awarded increased by only 50 percent, reflecting the increased interest of many students in completing only one or several courses rather than in working toward a degree. In 1972, 39 percent of the degrees awarded were in occupational programs, while in 1984, 59 percent were occupational (Graph 4).

Noncredit courses have contributed significantly to the growth of community colleges. The flexibility and timeliness of these courses has made them attractive to businesses and individuals for training and upgrading of skills. Graph 5 shows the increase in the proportion of full-time equivalent students attributed to noncredit courses.

In both credit and noncredit programs, the median age of students has been steadily climbing. At most community colleges, the median age is over 30, which means that the so-called nontraditional student already is the traditional student at community colleges. The increasing numbers of more mature students on the campus and in the classroom will be a continuing challenge to the colleges in aspects ranging from student services to the level of complexity of classroom instruction. Also, community colleges must deal with the rapid growth of the number of students over age 65 whose educational needs are real and important. Politically, the group can be formidable. As a result, education could become a major issue on the political agenda of the older population.

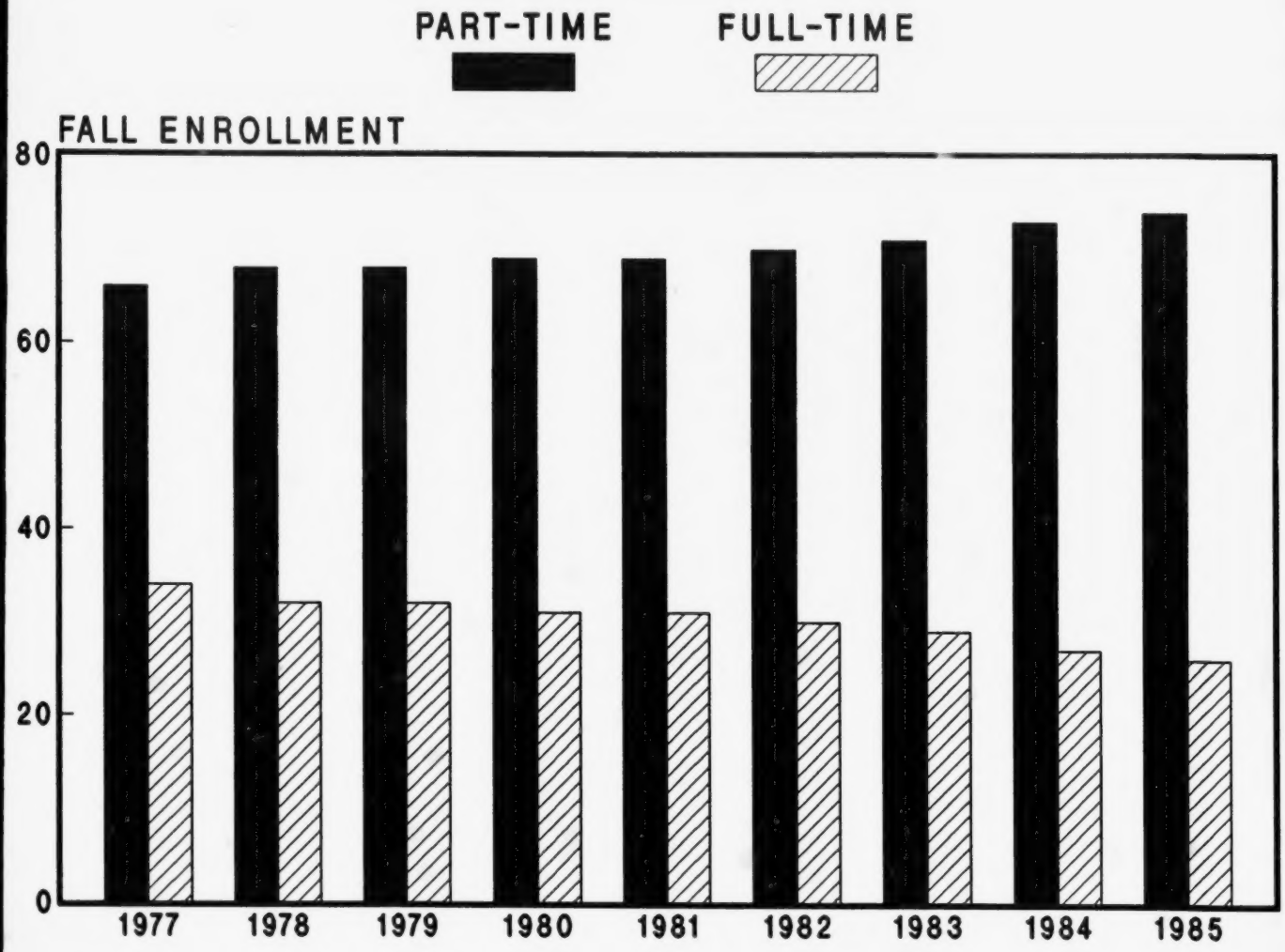
ECONOMIC

Changes in the economy have always affected community colleges. For example, planners had predicted stable or declining enrollment at community colleges in the mid-1970s because of the decline in high school graduates. The recession in 1975 caught everyone by surprise as large numbers of unemployed workers enrolled at community colleges. Trying to predict the future economic health of a region, much less the resulting impact on the colleges, is almost like gazing into a crystal ball. However, certain events already in motion may have a significant impact on community colleges, the type of students they serve, and the mix of programs they offer.

The Gramm-Rudman-Hollings Act and its impact on student financial aid and loan monies is one of these events. First, reduction in student funding may reduce the amount of financial aid available to the current pool of community college students. This could seriously effect the community college commitment to access and the equal opportunity it affords. Second, a general restriction of student aid and loan monies might increase the number of traditional, transfer-oriented, recent high school graduates to the community college. Low tuition will be an attractive drawing card if

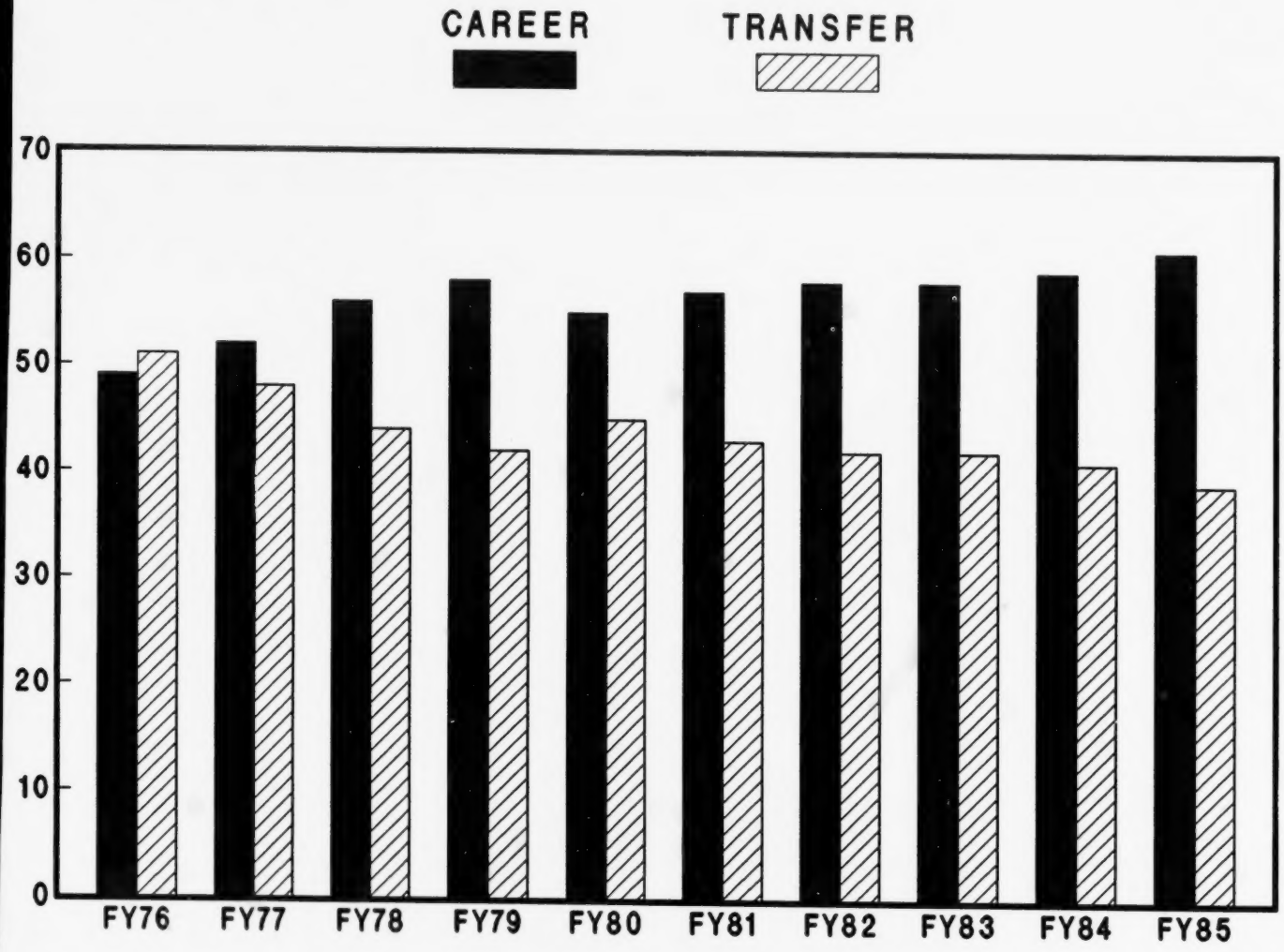
Graph 3

PROPORTION OF PART-TIME AND FULL-TIME STUDENTS
MARYLAND COMMUNITY COLLEGES



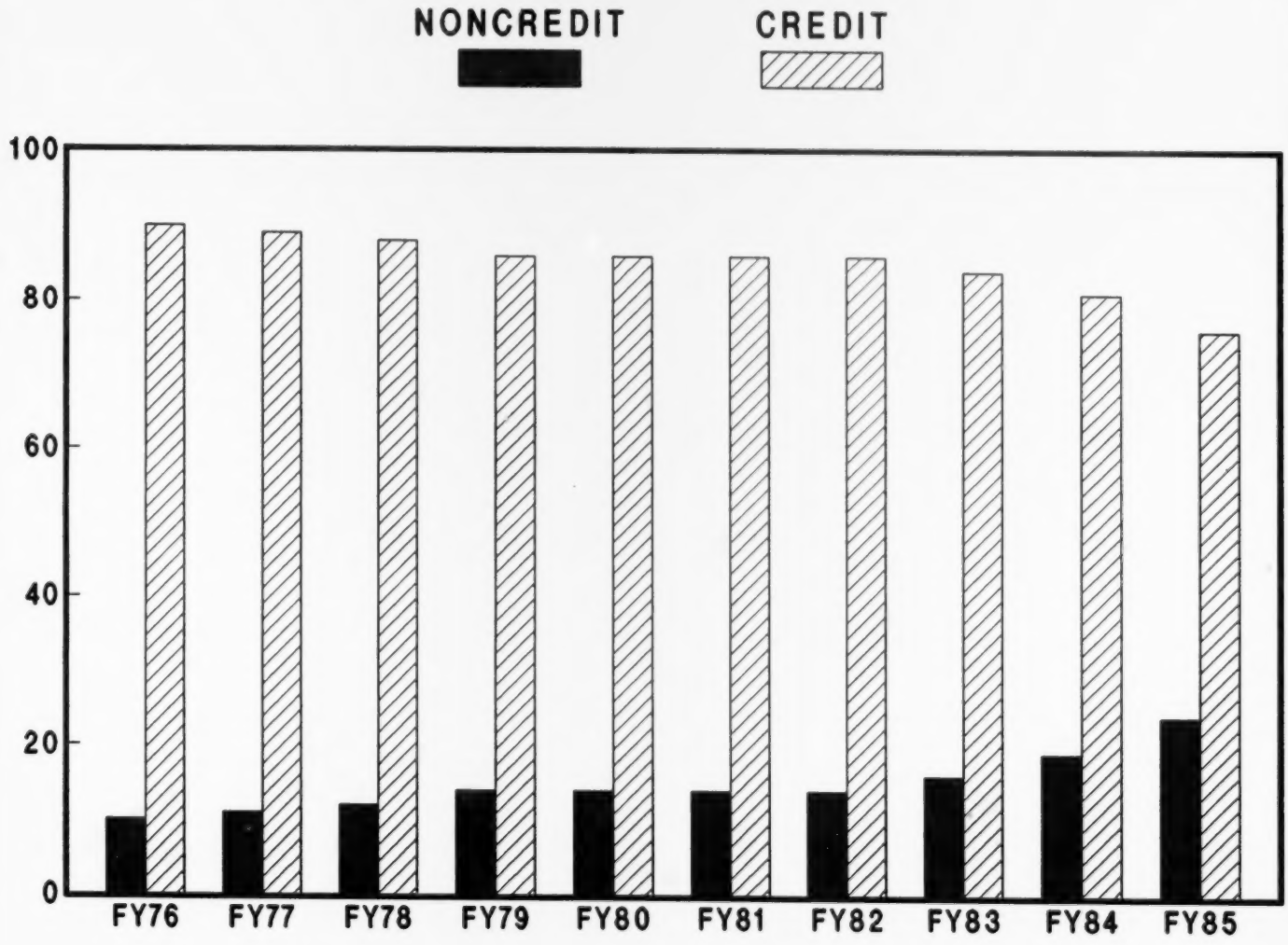
Graph 4

PROPORTION OF ASSOCIATE DEGREES BY PROGRAM TYPE
MARYLAND COMMUNITY COLLEGES



Graph 5

PROPORTION OF FULL-TIME EQUIVALENT STUDENTS IN CREDIT AND NONCREDIT
MARYLAND COMMUNITY COLLEGES



student assistance is severely reduced. Colleges cannot ignore this possibility in program planning.

By most indicators, the rising level of education in the United States has kept pace with changes in the labor market. In 1950, blue collar workers and the agricultural sector employed over 50 percent of all workers. By 1980, that group occupied only a third of the work force, while white collar and professional/technical work or information work, employed over 50 percent of the total labor force.

Not only is the work force more educated today, it is more equally divided between the genders. Also, workers are getting older. By 1990, 51 percent of the work force will be in the 30-45 year age group, up from 39 percent in 1970. The aging of the work force, along with population shifts, is moving the country rapidly from a period of worker abundance to a period of worker shortage, particularly at the entry level. Wages in entry level positions are expected to increase as unemployment, especially among minorities, decreases. Because of the shift in the job structure away from industry to information, however, workers at the entry level must possess an increasingly higher order of skills (Hodgkinson 14). A recent study by the National Alliance of Business predicts an alarming decrease in overall productivity unless skill levels increase, especially at the entry level. The study points to a mismatch between skills of the current and future labor pool and skills required for available jobs.

The occupations with the largest job growth in the next fifteen years range from truck drivers to engineers. The community colleges can train workers for about 40 percent of the occupations with the largest job growth between 1984 and 1995. Recent studies show that, although the number of college graduates in the labor force has almost doubled, the number of jobs that required college degrees have not grown anywhere near as rapidly. "A full 23 percent of the country's college graduates now have jobs <u>not</u> requiring [four-year] college degrees" (Hodgkinson 42). The fastest growing occupations in the next fifteen years also indicate a substantial need for community college educated workers.

Maryland is undergoing significant change in its labor force as it moves toward an information economy. In 1970, manufacturing accounted for 17 percent of Maryland's jobs, but in 1980 it accounted for only 12 percent. The Department of State Planning forecasts the service industries as growth sources for most future jobs. Employees will be expected to be able to think critically; narrowly-focused job training will be less in demand (Larkin 3).

TECHNOLOGICAL

Few would argue that the use of technology has radically changed our lives. Children use computers daily in school, businesses depend on computers and word processors to operate, individuals turn to home computers for leisure and household help, government relies on computer technology to serve more people more efficiently, and the medical profession looks to new technology to better diagnose and treat disease. Predictions made several years ago about the influence of new technologies in everyday life now seem cautious. People who use new technologies "will be more successful, will have better incomes, and most significantly, will have more power than those who do not" (Strange 10).

Steven Muller, President of The Johns Hopkins University, recently wrote that new technology affects both what we teach and how we teach. He says:

> We are all going to have to jolt ourselves out of our habits of perception and rethink, individually and collectively, what we believe learning is. To a very large extent, we have all become habituated to equating learning with at least two things: memorization and reading. Both are undoubtedly part of learning, but they may have to be rethought in terms of their actual role in the learning process because of the new technology that is now available (35).

Even with this awareness of the influence of technology on society, higher education has been slow to change how students are taught and what they are taught. While community colleges have prided themselves on being at the cutting edge of methodological change, they have generally been as reluctant as other higher education institutions in embracing the new technology.

Many colleges continue to emphasize larger, institutionally owned technologies despite the fact that the new technologies are personal. Part of this is due to the investment already made in central computing facilities, but also it is a result of internal politics. Because computer use has been limited largely to courses about computers, it is difficult to predict its impact as a tool in all subjects.

Not everyone must become a technician to use a computer. The goal should be the acquisition of skills to be able to use the technologies as tools. Graduates should be able to use the new technologies as word processors, financial management tools, and data management tools. Use of these skills also can be incorporated into the regular instructional program. Word processors can be used to teach writing. Computers already are used to highlight poetry construction to enable students to appreciate better the role of technique in creating beauty. Similar use can be made of data and financial management tools. Data management is critical for understanding almost every subject. Muller says, "We are going to have to teach people how to screen out data . . . the mind is going to have enough data at its disposal to drown any sane person" (35).

Technologies encompass more than computers. Technologies that affect the way colleges deliver services to students include television, microwave transmission, satellites, cable, and fiber optics, as well as computers. In instructional areas, the availability of laser video-discs provides the option of storing and accessing video and audio information randomly and at low cost. However, this technology has been virtually ignored.

John Naisbitt predicts that a major impact of the new information technologies will be the decentralization of power in institutions. An important organizational issue for higher education is the shift of learning from a group activity in a structured classroom to an individual activity. Muller says:

> . . . our delivery systems are going to change, because it is inconvenient, expensive, and unnecessary for people to come to campuses when they can be far more effectively served where they live or work . . . Because technology exists, its use will be demanded of us, and we will use it. The only question that remains is how some of us will adapt to those uses (34).

At the same time that technology makes available individualized, long-distance learning, the depersonalizing pressures of a high-tech culture have given rise to a

simultaneous concern for "face-to-face instruction" (Long 182), the development of interpersonal skills, and classroom attention to human values. Educators will need to think through ways of balancing the use of technology with the need for interpersonal learning. Ideally, technology will allow students individually to acquire skills and information more efficiently and effectively than ever before, thus freeing up classroom instruction for exploring values and helping students to deal with ambiguities, challenge accepted truths, adapt to change, and gain self-confidence.

Community colleges cannot afford to ignore technology as they prepare for the future. So far, most community colleges have failed to make the investment of time and money to meet the challenges of new technologies. This includes funding equipment and providing faculty training and development. If colleges allow their attention to be monopolized by present problems, such as slow growing enrollment and funding inequities, they will not be equipped to serve, much less teach, a society that has become proficient in the use of the new technologies.

The promise of technology to the community college is compelling. Technology has the potential for expanding access to learning by permitting the teaching of large numbers of students in ways that will allow immediate and individual instruction, growth and learning. Technology promises to make the community college more effective in addressing the problems raised by diversity. More specifically, technology promises to enable educators to develop diverse teaching styles to meet the needs of diverse learning styles in a heterogeneous classroom. Finally, technology holds the promise of providing the student with a richer education--an education of higher quality--than is possible without technology.

INTELLECTUAL AND CULTURAL

Intellectual and cultural developments of the decades since World War II have dramatically reshaped the outlines of the traditional academic disciplines. The basic outlines of every major science have been so transformed by major new discoveries--the revolution in subatomic physics, the breakthrough in decoding genetic structure, the mathematical frontiers opened up by the capabilities of 'third generation' computers, the new understanding of the universe made possible by space-age technology--that there is scarcely any resemblance between the traditional physics, chemistry, and biology courses of the World War II era and the sciences as taught in colleges and universities today. The amount of new information to be processed and, even more crucial, the rate of change continues to increase exponentially. Each year produces more new scientific information than existed in the entire prior history of human civilization. Naturally this state of affairs of necessity has a decisive impact on the teaching of the sciences at the college level, and nowhere more so than at the introductory level where the basic conceptual framework is laid for each of the sciences. The challenge for the community college and its faculty is to keep current with these advances in terms of continuous curriculum and syllabus revision and careful choice of and even production of appropriate textbooks. A particular challenge for this generation, again especially in the community college, is the design of science courses for the non-major. Here community colleges are presented with the great opportunity of actively contributing to the development of new interdisciplinary programs in the sciences, such as ecological and environmental studies, especially on the regional level, and of applications to the various technological fields impacted by the new developments in the 'pure' sciences.

Less visible, perhaps, to the public eyes, but equally profound, are the developments in the social sciences and the humanities and arts. The 1960s saw an unprecedented burgeoning of student interest in the social sciences, and while that interest may have 'peaked,' it has left a legacy of a new sense of the centrality of sociology, anthropolgy and international, cross-cultural, feminist, black, and third-world perspectives that now are accepted as fundamental to the social science curriculum and to our notion of what is basic to the general education of the citizenry in a democratic society. Having an equally profound impact on the curriculum in the social sciences, again with particular impact on the introductory level, are the new methodologies in social science. For example, the emphasis of the New History on understanding the lives of ordinary people, through the study of hitherto neglected sources--journals, oral histories and the artifacts of material culture--have not only mandated new curricular design and revision but again offer a special opportunity to community college students and faculty to participate more significantly in the research study of their own communities.

Similarly, in the humanities, just as with the sciences and social sciences, faculty have the challenge of incorporating new methodologies, such as semiotics, structuralist and post-structuralist modes of interpretation, which have immediate applicability to introductory courses in literature, music, art, and theatre. Again, this not only presents the challenge and opportunity of continually revising curricula and syllabi and text selection, but of incorporating whole new programmatic possibilities, especially of an interdisciplinary nature, such as religious studies, women's studies, peace studies, and international studies in the humanities. Moreover, while such documents as the three recent national reports emphasize the need to restore and revitalize the humanities in higher education, other observers have noted that, in the nation as a whole, the humanities have already experienced an enormous resurgence outside of academia, as evidenced by the numbers of people drawn to the fine arts programming on public radio and television, to museums and historic sites, concert halls and theaters--and to the educational programs of those institutions. Community colleges have hardly begun to share in this great resurgence, and the National Endowment of Humanities has issued a timely invitation to colleges to establish creative linkages with such other institutions as museums and theaters. This is an ideal opportunity for community colleges, because of their inherent community-based relationship to such local institutions, to build exciting new programs in the humanities as a major aspect of their commitment to lifelong learning.

CONCLUSION

Changing trends in the population and technology will shape to a certain extent all activities at community colleges. Community college students will be older, taking fewer full-time course loads, reflecting more heterogeneous social experiences, and requiring a higher level of entry skills for the new information society. They will be asked to accomplish their educational goals in a time of budget-cutting, in the spirit of Gramm-Rudman-Hollings.

Trends are norms that show the direction of social changes and can sketch for us the environment in which educational planning must take place. But sound planning is not merely a matter of following trends. Trends may shape policy choices, but they do not make the choices. As Naisbitt points out:

> The decisions are up to you. But trends, like horses, are easier to ride in the direction they are already going. When you make a decision that is compatible with the overarching herd, the trend helps you along. You may decide to buck the trend, but it is still helpful to know it is there (xxxii).

Colleges that are merely manipulated by trends will be mediocre at best. However, colleges that recognize how general trends apply in their specific circumstance and respond with creativity and flexibility will maintain the quality we all seek to achieve. Recognizing the importance of societal changes on the operation of community colleges, the Committee has taken a hard look at current and future trends to determine how to use changes constructively. Throughout their deliberations, the Committee has attempted to balance maintaining quality with realities of serving a changing student population and economy.

III. MISSION

Joseph Cosand, formerly a Deputy Commissioner of Higher Education, says that clarification of mission is the major priority of community colleges during the 1980s (2). This clarification calls for a return to some very fundamental questions: What is the purpose of the community college? What are we educating people for? How well are we doing it? How can we keep abreast of change and still remain steadfast to the values that are crucial to academic integrity?

The purpose of a mission statement is not only to enumerate the elements that define the system's role and scope but also to specify those factors which distinguish it from other institutions and systems. The mission of the Maryland community colleges has been clearly delineated in the Maryland Statewide Plan for Postsecondary Education. Community colleges are expected to provide high quality transfer and career programs, continuing education and community service at a reasonable cost to students in response to local educational needs.

Degrees Offered

The community colleges should offer freshman and sophomore level courses leading to lower division certificates and associate degrees.

Programs

Community colleges should be comprehensive, offering degree-credit programs which prepare students for careers as well as for transfer to four-year institutions. Statewide programs may be offered in high cost/low demand areas in which campuses have particular strength. Community colleges will maintain articulation agreements with public four-year institutions in order to facilitate the transfer of students. They also should provide a wide variety of noncredit adult and continuing education courses and programs that meet the vocational, professional, and self-development needs of part-time and returning adult students.

Enrollments

Community colleges should attempt to adhere to a policy of open access and maintain tuition levels consistent with this policy. They should provide educational opportunities for persons with all levels of prior academic preparation. These campuses should insure that they provide remedial assistance commensurate with the needs of the students they admit.

Research

While the main responsibility of community colleges and the faculty they employ is undergraduate teaching, faculty are encouraged to engage in non-sponsored research and other creative work to maintain expertise in their respective disciplines. They should engage in only limited sponsored research.

Public Service

The community colleges are expected to provide community service programs designed to meet the needs of local citizens, government, business, and industry.

FUTURE DIRECTIONS

The current mission is defined in terms of four concepts which are traditional to community colleges: community-centeredness, flexibility, comprehensiveness, and access. The Committee has chosen to focus its study of mission on an analysis of these four concepts to determine whether they are adequate as guiding commitments for the future. Two of these traditional values, comprehensiveness and access, have been the focus of a great deal of the controversy; little controversy has surrounded the other two.

COMMUNITY-CENTEREDNESS AND FLEXIBILITY

There has been no erosion of the consensus in support of these two values. Community-centeredness is, by definition, the distinguishing attribute of colleges designated "community" colleges. Community-centeredness means that colleges are responsive to the needs of their community, share their resources with their community, help to facilitate community growth and development, and use their expertise to assist in dealing with community problems. It also means that colleges help to foster a sense of community both within their institutions and beyond, in the community at large.

Flexibility refers to the willingness of community colleges to evaluate themselves regularly, to be innovative and experimental, and to make appropriate changes readily. Flexibility has been a key to community college success in the past; it will be even more so in the future if as Edmund Gleazer, a past president of the American Association of Community and Junior Colleges, believes, "the basic, inexorable, unmistakable fact and force to deal with" will be that of "change--unparalleled and unprecedented" (2).

COMPREHENSIVENESS

The mission of the community college is the product of its history and of functions added over the years in response to the changing needs of society. From their original exclusive emphasis on transfer education, community colleges extended their range of services to include career education, remedial/developmental services, continuing education, community services, and student services in the form of guidance and counseling. The educational services offered by community colleges often could not be found anywhere else in the community. The willingness and ability to serve a diverse population with diverse education needs has been an unqualified source of strength and vitality to the community college movement (Vaughan 1984b, 26).

Despite the value and the success of comprehensiveness in providing direction to the community colleges, some critics ask if community colleges are trying to "be all things to all people"? They wonder whether the comprehensive offerings of the community colleges amount to a programmatic sprawl that lacks a coherent center.

Indeed, how appropriate to a college are all of the programs that community colleges have adopted? For other critics, the issue is quality. Can community colleges accomplish a multitude of goals and still provide a first-rate academic education? The central question seems to be: Does diversity preclude the possibility of excellence?

The Committee is convinced that the comprehensive mission of the community college must be maintained and that diversity will not be preserved at the expense of quality. Abundantly clear from public testimony during the hearings was the fact that community colleges can, and already do, provide "many things to many people" without sacrificing excellence. Indeed, the Committee believes that the strong public support of citizens of Maryland for the community colleges is due, in large part, to the quality of the comprehensive offerings of each institution.

The Trends chapter of this report demonstrates a continuing diversity of educational needs during the decade ahead. New skills and new technology for the new information age will be required by a more demographically and socially diverse student body. Lifelong learning means, in part, that the community college must be prepared to address the diverse educational needs that develop in the course of a human life. The need, the justification for the comprehensive mission, has never been stronger. Diversity associated with comprehensiveness is a strength on several levels within each institution and within the State system as a whole.

On individual campuses, the broad mix of programs brings together people of many different ethnic backgrounds, different income levels and different interests, young people and old people, the advantaged and the disadvantaged. The community college is, and the Committee believes should continue to be, a "pluriversity," a positive contribution of social and cultural pluralism that strengthens the community it serves.

The variety that exists among the community colleges of Maryland is another strength of the State system. These colleges are far from being monotonous replicas of one another. Whitehead's observation that "geography is half of character" is borne out by the diversity of character that makes each of the colleges distinctive, that distinguishes the urban colleges from the rural colleges, the Eastern Shore colleges from the Western Mountain colleges. This variety allows for creative programs in response to local needs, such as the equestrian program at Cecil community College and the Chesapeake Bay studies at Anne Arundel Community College. Within a comprehensive mission, each community college can continue to develop an emphasis and a program mix appropriate to the diverse needs of its community.

General Education

However, an endorsement of diversity is qualified by a concern that colleges be more explicitly conscious of the unity in diversity and of the axis of values which provide what Astin refers to as the "inner logic" of an institution. It is this inner logic that ensures curricular integrity, orders priorities, guides decision making, and provides the unity and coherent center for the diverse educational programs offered to serve the community needs.

The Committee firmly asserts that the inner logic of the community college resides in its identity as a college, an institution of higher education. It is the collegiate function that furnishes the rationale for all parts of the comprehensive mission: the collegiate function distinguishes the arts and sciences in the transfer

program from secondary education; the collegiate function distinguishes career education from mere job training; the collegiate function provides the teleology for developmental programs; the collegiate function provides the context for continuing education by providing adults with an intellectually stimulating environment for learning. The core of the collegiate function is general education.

General education is the term for the knowledge deemed necessary for a person to function as an educated citizen in a complex world. This knowledge is not the monopoly of any single institution, curriculum or subject matter. In fact, it can be best defined in terms of intellectual competencies. These include the ability to think critically and to write coherently and clearly; a developed tendency to read carefully and with pleasure; a strong understanding of the past and a sense of responsibility toward the future; a capacity for moral self-reflection and a willingness to examine values; the capacity to find fulfillment and dignity in one's life work; an appreciation for the complexity of social issues in the modern world; an understanding of technology; an appreciation for the fine arts; and, very important, a disposition for lifelong learning.

Cohen and Brawer in their notable study, The American Community College, suggest that the "future of the community college as a comprehensive institution" depends upon its restoring an emphasis on the collegiate function throughout the curriculum (310). If colleges fail to do so, these authors suggest, they will lose their identity as respected members of the system of higher education and will become career training and remedial centers. Judith Eaton, 1985 chair of the Board of Directors of the American Association of Community and Junior Colleges, puts the matter more specifically. Unless community colleges renew their commitment to the collegiate focus, says Eaton, they will be hard put to answer the questions most often put to them by their critics: "Whether in the name of education, they offer training programs that lack commitment to general education" and "whether in the name of equity, they dilute standards and award degrees to graduates who lack the skills necessary to work and live meaningfully" (5).

Most community colleges in Maryland have already committed themselves to the principle of general education and have in place or in preparation a set of general education requirements. The Committee believes that the State system and each institution should renew and strengthen their public commitment to general education for all students, not just those seeking degrees.

Recommendation 1. That community colleges reinforce and strengthen their commitment to general education by including their commitment to general education in their mission statement and by developing strategies that will make general education available to all students.

That the State Board for Community Colleges state its commitment to general education in its State Plan.

ACCESS

The principle most at risk in the national movement toward excellence is the principle of "open access" which has taken the brunt of the blame, in some quarters, for the erosion of academic standards. At issue here is the same question that John Gardner asked twenty years ago: "Can we be equal and excellent too?" The

Committee's answer to this question is an emphatic "Yes." We are confident that community colleges can guarantee quality without sacrificing the gains that they have made in extending higher education beyond the boundaries of privilege. While the movement toward excellence is one to be applauded and subscribed to, the principle of equal opportunity cannot become a casualty of that movement.

Community colleges were pioneers of equal opportunity, dedicated from the start to bridging the gulf separating the privileged from the disadvantaged. As we look to the future, we see that a healthy society will depend upon our even more strenuous efforts to narrow and eliminate that gulf.

Already there are signs that the gap between the prosperous and the poor is widening. In 1984, Stephen Rose, an economist who studies patterns of social stratification in the United States, reported on what he sees as a new polarizing trend in the distribution of wealth among socio-economic classes. Between 1978 and 1983, says Rose, approximately 13 percent of the middle class disappeared. Only one quarter of that 13 percent rose into the upper-middle class; three-quarters sank into the lower-middle class. Rose suggests that this downward shift and the subsequent polarization it portends represent a new pattern in American social dynamics (Parnell 1985b, 30).

The only reliable equalizer of social opportunity is education. While this has always been true, it will be even truer in the future, when the main industry of America will be the production and distribution of information. What iron and steel were to the Industrial Age, knowledge will be to the Information Age. The new business of America, say people like Peter Drucker, will be "thinking" and, adds John Naisbitt, employment will be "literacy intensive" not "labor intensive." Statistics support this prediction. In 1950, only 17 percent of the population worked in information-related jobs; today that figure is over 65 percent.

It is clear that in an Information Society, people who lack intellectual skills will not be able to compete economically nor will they be able participate politically. The "Two Cultures" that would emerge in such an event would not be divided between the scientists and the humanists, as C. P. Snow feared, but would be defined by the gulf between those who can read, write, and think intelligibly and those who cannot. It is a gulf that society cannot afford and should not allow.

A second social reality that recalls us to our commitment to open access is the fact that many minorities (blacks, Hispanics, women) still do not participate equally in our society. In addition, we are in the midst of a wave of immigration, an influx of prospective Americans, especially from Asia and from Latin America. However, at a time when the minority population is growing, four-year colleges and universities show a decline in enrollment for minorities, due primarily to cutbacks in financial aid. The community colleges must hold the doors open for people who need the education that will allow them full participation in American life. In Maryland this is especially critical as the proportion of minorities in public school increases and the State fulfills its commitment to open higher education to greater numbers of minorities.

George Vaughan has called community colleges the Ellis Island of higher education, the point of entry for minorities, women, working adults, and "others who have lingered on the periphery of higher education's mainstream" (1985, 32). The metaphor is a potent one, especially in 1986, when we are celebrating the centennial of the Statue of Liberty. We are challenged to remember that Ellis Island functioned in our history

not only as a point of entry for people seeking to be fully integrated into American society, but that Ellis Island also represented a contribution to the vitality of our culture, an irreplaceable infusion of talent, potential, and fresh vision, right from the start, into our national life. Precisely the same is true of the nontraditional student population served by the community college. They represent not only people with special educational needs and problems, but also an immense, otherwise untapped reservoir of talent that is one of our greatest national resources.

The Committee maintains that open access, like Ellis Island, is not merely a compassionate gesture to the less advantaged. It is a direct route to the pursuit of excellence itself. International students, the first-generation college student, the returning housewife, the worker seeking to upgrade his or her credentials, the senior citizen pursuing self-enrichment--all these are an invitation specifically to pursue a dedication to academic excellence. Indeed, they are the ingredients of academic exellence, precisely in the way that this diversity enlarges our vision, helps us to overcome our chauvinistic narrowness (whether class-based, nation-based, race-based, gender-based, or age-based), invites us to learn from our students and their life-situations--at the same time that we make accessible to them a sound academic program.

Open access is not automatically synonymous with equal opportunity. True educational equality is measured by the quality of the education that students receive once they are inside the open door. If community colleges are going to deliver on the promises implied by the open door, they must be willing to do two things at once: (1) to challenge students to meet the rigorous expectations of college-level work, and (2) to provide the support necessary to help underprepared students to meet these expectations. The Committee believes that the distinctive hallmark of educational quality in community colleges is, in fact, their demonstrated willingness to combine strong support of student efforts with an equally strong expectation of student success.

Nontraditional students require generous support in terms of counseling and guidance and in terms of developmental programs which prepare them for the rigors of college-level work. The Committee's recommendations regarding student services and remedial/developmental programs are discussed later in this chapter.

Students also have a role in contributing to academic excellence. Community colleges have a right to require students to demonstrate acceptable progress in their academic study and an obligation to make these requirements public by instituting Standards of Progress. These requirements constitute the demand side of the quality equation. On the support side, colleges need to be more vigilant in monitoring student progress and in providing strategies for intervention when students fail to progress satisfactorily.

PROGRAMS, SERVICES AND ISSUES

In fulfilling their mission and the principles of flexibility, community centeredness, comprehensiveness, and accessibility, community colleges have developed an array of programs and services. The Committee identified the following programs, services, and issues for deliberation: (1) transfer education, (2) arts and sciences, (3) technical and career education, (4) business and industry activities, (5) continuing education, (6) lifelong learning, (7) developmental/remedial education, (8) standards of progress, (9) student services, (10) faculty development, and (11) affirmative action and equal opportunity.

(1) Transfer Education

The transfer program, once the entire raison d'etre of community colleges, now constitutes only part of the multiple college mission. Although transfer students still constitute the single largest percentage of credit enrollment, that percentage has steadily declined over the last decade. The decline in transfer enrollment is not peculiar to Maryland community colleges, but rather reflects enrollment patterns in community colleges across the nation. Indeed, some community college educators are concerned that the transfer program has become the "endangered species" of the community college mission, put in jeopardy by several forces, both inside and outside the institution.

Within the institution, severe funding shortages have often resulted in outdated equipment, overcrowding of classes, reductions of course sections, and cutbacks in the counseling and student services so essential to a successful transfer program. Also, under the pressure of an enrollment-driven funding formula, many colleges have had to cancel academic offerings which are necessary for completing two years of a bachelor's degree.

However, beyond these institutional conditions are deeper and broader social conditions which have tended to discourage the transfer ambitions of a number of students: a healthy job market which lures students to find jobs before finishing a four-year degree, an increasing disposition on the part of students to choose occupational programs, and a seemingly widespread loss of confidence in the value of a bachelor's degree. A recent study undertaken by the California State Postsecondary Education Commission suggests that this loss of confidence is underscored by "the apparent lack of a commitment to future generations of students as exemplified by recent cutbacks in the taxpayers' willingness to provide financial support for education." In that report, Leland Myers, Director of Internal/External Affairs for North Orange County Community College District, declares that "the most important task we have before us is not merely improving transfer opportunities and easing the transitions, but rather restoring the attitudes of young people to value the educational, cultural, and social beginnings represented by the investment of four or more years of their lives in a college education."

Community colleges need to do their part in restoring the confidence of people in the value of both the associate's and the bachelor's degree. They can do so by taking whatever steps are necessary to protect the quality and vitality of the transfer program in their institution. The Committee sees the transfer program as crucial to the integrity of the promise of open access and equal opportunity which are the cornerstones of the community college philosophy. The community college still represents for many students their only opportunity to begin a bachelor's degree, and it seems likely that the number of students for whom this is true will increase rather than decrease in the decade ahead. One reason lies in the most recent Plan for Postsecondary Education in which the State Board for Higher Education calls for increasing admission standards at four-year colleges and universities, an action that will increase the margin of students who will be selected out of the advantage of a college education unless they can first prove their ability to do college work at their local community college. Also, economically, the implications of the Gramm-Rudman-Hollings legislation and the federal budget deficits suggest that an increasing number of students may need, for financial reasons, to turn to their community colleges for their first two years of college. Another significant trend to be recognized and dealt with by

local colleges is that many transfer students enter the world of work before transferring and many technical program students do, in fact, transfer.

Finally, for the sake of their students and their communities, community colleges need to protect the integrity of the transfer program since "a high quality academic program is essential for the image and status of the community college as an integral part of postsecondary education" (Cosand 6). The academic reputation of the community college continues to be based largely on the success of their transfer students to four-year colleges.

A sound transfer program is made up of several components: well-prepared students, qualified faculty, an ample supply of high-quality academic courses, strong counseling and student services, and an articulation process which allows smooth transition from secondary schools to community colleges and from community colleges to four-year institutions. Since several of these components are discussed in separate sections elsewhere in this report, only those aspects which are especially pertinent to the transfer function will be discussed in this section.

Articulation. Vital to the success of any transfer program is the articulation process which occurs in two directions with secondary schools and with four-year colleges. Although most community colleges already have established liaisons which afford communication between themselves and the secondary schools in their communities, community colleges could use these liaisons to deal more effectively with two special programs: student preparation and student recruitment, especially the recruitment of highly qualified students. The State Board for Higher Education, in the most recent Plan for Postsecondary Education, has developed a recommended course of study as preparation for college. This course of study is to be provided to students and parents when the student begins high school. Community colleges can supplement this study guide by supplying high schools with a clear statement of the competencies necessary for doing successful work in college level mathematics, science, and humanities courses. As a follow-up, community colleges should be able to provide local secondary schools with useful feedback about the success of their high school graduates at the community college.

Recommendation 2. That community colleges work with local secondary schools to strengthen the preparation of high school graduates by providing clear statements of skills necessary for college work and by providing placement test scores and other feedback data about the success of high school graduates at the community college.

Although it seems natural to assume that community colleges which enjoy the respect of their communities would be well thought of by high school students and be highly recommended by high school counselors, this seems usually not to be the case. The community college suffers an image problem among students and their parents who regard it as the "place of last resort." Too often this impression is reinforced rather than reversed by high school counselors whose impression of the community college is based largely on its being an open admissions institution. It is important that high school counselors and students be made aware of the excellence, as well as the opportunity, offered by community colleges. Useful in this regard are outreach programs designed to acquaint high school students with academically stimulating programs and outstanding faculty at the college. Such programs include guest lecturers in the high schools by visiting community college faculty, as well as special seminars

for high school students conducted at the community college campus. Many community colleges already sponsor such exchanges, and these efforts should be continued. In addition, community colleges need to keep high school counselors informed, either through regular communiques or through workshops, about programs and services which are especially attractive to superior students, such as honors programs and merit scholarships.

To attract high quality students, community colleges can award scholarships to top students in high schools. These scholarships could be financed and administered in a number of ways. One suggestion is to have the scholarship program administered by a community college foundation, a success program employed by Hagerstown Junior College. An interesting variation might involve a package plan: a two-year scholarship to a community college, plus a thousand dollars toward tuition at a State four-year college of the student's choice if a student successfully completes the associate in arts program.

However they are administered, academic achievement scholarships should be well publicized in the high schools so that academically able students will be made aware of the fact that academic achievement is honored and rewarded by the community college.

Recommendation 3. That community colleges work to promote more aggressively the reputation of community colleges as institutions of academic excellence through outreach programs and through a closer cooperation with high school counselors.

Recommendation 4. That community colleges offer academic achievement scholarships to be awarded to high school students on the basis of their academic achievement.

Although the proportion of transfer population has decreased over the last decade, the transfer process has become more complex, involving a greater number of four-year schools and a greater number of programs. While the majority of Maryland community college students still transfer to the University of Maryland, there is a growing number who transfer to other public and independent colleges, both inside and outside the State. Also, the range of bachelor programs into which students transfer has expanded, multiplying the numbers of specific articulation agreements and the combinations of matching requirements. Some states require public four-year institutions to grant all community college graduates in transfer curriculum the junior status.

An effective articulation process works to minimize the confusion and to create a stable transfer environment that assures that the courses taken at the community college will satisfy entry requirements in related disciplines at the four-year college. Unexpected changes in these requirements at the four-year college place undue stress on students, costing them unfair frustration and often extra money and time. Community colleges must be informed about the status of particular programs at the four-year colleges and be forewarned about prospective changes in requirements that have an impact on community college students.

Recommendation 5. That the State Board for Higher Education establish guidelines for four-year State colleges and universities, obligating them to give community colleges ample notice of changes in transfer requirements for particular programs.

Recommendation 6. That the State Board for Community Colleges explore regional articulation agreements with neighboring states to facilitate transfer for students who attend public and independent four-year colleges neighboring the State.

Recommendation 7. That the State Board for Community Colleges and the State Board for Higher Education rewrite statewide guidelines for articulation agreements which would give direct transfer of general education requirements.

On the other hand, four-year colleges have the right to assume some consistency in standards among transfer courses offered at different community colleges. Each institution is responsible for evaluating its transfer courses and the performance of its transfer students to ensure that their work meets academic standards for transferability.

Since even the best articulation agreements are useless unless students take advantage of them, it is important that students have ready access to transfer information so that they can be kept informed of transfer requirements and of the transfer value of the courses they are completing at the community college. To improve student access to transfer information, community colleges might experiment with a number of strategies. One method would be to designate a specific site on each campus as a Transfer Information Center. Each center could be staffed by professional counselors and equipped with microcomputers providing students with a variety of up-to-date transfer information.

Recommendation 8. That community colleges place emphasis on student access to transfer information.

Faculty, Programs, Students. Fine-tuning the articulation process is important for smoothing the passage of students from one segment of education to the next, but the success of the transfer function is determined primarily by the quality of the education the student receives during his years at the community college. At the heart of the transfer function, then, are the academic programs themselves: the rigor and integrity of the course work, the excellence of the teaching faculty, the mutual stimulation and learning that students provide for one another.

Curricula periodically need to be revitalized. Most colleges have effective review processes for evaluating programs and keeping them up-to-date. However, there is the problem of availability of certain sophomore level courses, frequently jeopardized by low enrollment, but nevertheless necessary for a student to complete an associate in arts degree and to maintain an academically credible program. Obviously, it does little good to have high quality academic courses if they are regularly cancelled for lack of enrollment or are offered too infrequently. The cancellation of sophomore level courses has been an especially damaging consequence of a funding system which is almost exclusively enrollment-driven. Enrollment in sophomore level courses will almost certainly continue to be thinner than freshmen level courses; however, if sophomore courses are not protected against cancellation, the sophomore segment will gradually disappear. Community colleges, at least in their transfer function, will become one-year rather than two-year colleges.

Community colleges can protect sophomore level courses by designating a specific number of sections each semester to "hold harmless" against cancellation for

reasons of low enrollment. Colleges can experiment with other strategies for protecting or subsidizing these courses.

Recommendation 9. That community colleges provide a sufficient range of sophomore courses to enable students to complete a full two years toward their bachelor's degree before transferring to a four-year college or university.

Community colleges also should establish honors programs to meet the needs of superior students who have been the neglected minority on many community college campuses. Honors programs provide highly able students with the intellectual challenges they require to develop fully their abilities. It is a great waste of the potential of these gifted students if they are not offered course work which exceeds the average in sophistication and complexity and which stretches them to the limits of their capacities. Earlier quality was defined as "performing on the boundary of individual ability in ways that test and push back personal limits." It is in exactly this sense that honors programs can assure that community colleges are providing quality education for the highly able students in their communities.

Recommendation 10. That community colleges establish honors programs to serve the superior students in their institutions.

(2) Arts and Sciences

A commitment to the arts and sciences has been described as a guiding principle of the community college. One witness during the hearings called this commitment the "tap root" which nourishes and sustains all the various parts of the comprehensive community college mission and strengthens the college's capacity to meet the needs of lifelong learners.

A concern in this regard is the crisis in liberal studies which is occurring in colleges and universities across the country. This concern, shared by many educators, is reflected in a Carnegie Council report written in 1980 which asserts that it is likely that liberal education will be the most "threatened" part of higher education in the 1980s and 1990s, threatened by a loss of institutional commitment and by competition from other programs (Stadtman 250). In a review of The Humanities in American Life, a recent report of the Commission on Humanities, Landon Kirchner argues that the crisis in liberal studies is not primarily a matter of diminishing institutional support but rather the result of an "educational revolution occurring in this country." This revolution is characterized by the collapse of a selective pattern and the emergence of a new pattern: A diverse student body is now attuned more to the popular culture than to "high" culture and is demanding that education be relevant to their life situations. The challenge before us, says Kirchner, is whether we can adapt liberal studies to this new pattern, and it is the community colleges that "offer a great deal of promise" in meeting this challenge (28).

A necessary first step in meeting this challenge is to overcome the prejudices that have tended to pit liberal studies against other programs in the college mission. It is necessary, especially, to obliterate some of the false distinctions that have separated liberal education from career education. Analyses of even the most technical fields and job markets--indeed, particularly these fields--emphasize the disservice to both the student and the community of overly specific career preparation.

Technical information continues to double every five years, and evidence indicates that workers, especially in technical and information-based careers, will change jobs five times before they are 40 and change careers three times before retirement. It is clear that the only practical technical education, in the long run, is one that equips students not only with specific skills but also with the broad knowledge and the intellectual skills that they will need to adapt to changing demands in the workplace. In other words, the only practical vocational education is one grounded both in depth in a specific field and in breadth in the general arts and sciences.

A first stage in breaking down barriers between liberal and technical education is to open up lines of communication between technical and humanities faculty. One way to accomplish this is through professional associations, such as the Community College Humanities Association, The Association of Faculty for the Advancement of Community College Teaching, and various technical education associations.

The CCHA is a national community college organization, founded in 1979, for the revitalization of the humanities. Through conferences, publications, and other networks, the CCHA explores various ways of reconceptualizing the humanities and integrating liberal studies with other parts of the curriculum. In its 1985 Public Policy Agenda, the American Association of Community and Junior Colleges makes a specific recommendation to "encourage the Community College Humanities Association and the Council on Occupational Education to work cooperatively to help break down barriers between the humanities and occupational education". Community colleges of Maryland should lend their support to these endeavors.

The Association of Faculty for the Advancement of Community College Teaching is a younger organization which originated in Maryland. While not devoted specifically to the humanities, the association provides a valuable forum for the exchange of ideas among faculty in community colleges across the State and would be a congenial setting for the dialogue between technical and humanities faculty.

Recommendation 11. That community college faculty make use of professional organizations to promote constructive dialogue between technical and humanities faculty.

The hoped-for outcome of such faculty dialogue would be fresh approaches to the challenge of integrating liberal and career education. There are already some pioneering programs which have made a start in this direction and should be encouraged. One is the Writing Across the Curriculum program which exists at several colleges and which is predicated on the assumption that writing, the liberal art par excellence, is an essential component of career as well as academic success. The Writing Across the Curriculum program has inspired a sequel, Mathematics Across the Curriculum, and there may be other variations of Humanities Across the Curriculum which would be equally effective in demonstrating the intrinsically interdisciplinary nature of some of the liberal arts.

Recommendation 12. That community colleges endorse and provide institutional support for Writing Across the Curriculum and Mathematics Across the Curriculum programs as pioneer efforts in integrating liberal studies with other parts of the curriculum.

Community colleges should also sponsor other efforts to bridge the gulf between liberal studies and career programs. One possibility is interdisciplinary programs, which are a means of overcoming the fragmentation and specialization that afflict the curriculum. At the same time, these programs help to achieve one of the goals of liberal learning by providing students with a way of seeing the interrelationship of all aspects of life and discovering "the whole that makes sense out of the parts." Still another possibility is in liberal arts courses especially designed as key components in career programs. Courses which explore technology from a humanistic perspective, for example, offer career students the opportunity to examine critically the assumptions underlying their chosen field of work and to do so in the spirit of free enquiry characteristic of liberal education.

Many students attending community colleges receive very narrow training in specific skills with little or no academic preparation. Students who attend community college for occupational coursework are usually very pragmatic; they take the technical courses they need for a specific job and leave. The challenge for faculty will be to revise liberal studies in ways that keep faith with traditional academic values and at the same time address the needs and interests of this new generation of students. These innovations must come from the faculty if they are to be effective, for only the faculty have the firsthand knowledge of their disciplines and of their students. Research shows, however, that the most creative innovative programs come from schools that have had the resources to commit to such curricular planning.

Recommendation 13. That community colleges commit resources to promote the planning of interdisciplinary programs and/or other strategies to integrate the arts and sciences with career education.

Community colleges also should consider strategies for introducing the humanities into developmental education. As Cohen points out, "In many cases the students in remedial education programs are there because of a lack of connectedness with contemporary society that can be bridged through discussions of the ideas contained in our literature" (Cohen 1981, 21). Remedial skills need not be taught in a cultural vacuum. Reading can be drawn from literature which deals with human concerns, and writing practice can go beyond the execution of exercises to include the writing of compositions which challenge the student to communicate his or her responses to human issues. Language theorists agree, in fact, that students best learn the "code" of language when they are in an actual situation of discourse, with a real message that they want to express to a real audience. The introduction of art, music, literature, and short films into remedial courses would provide a context of discovery for practicing the basic skills of communication and would make at least a modest start in overcoming the cultural alienation for many remedial students.

Recommendation 14. That community colleges integrate the arts and sciences with the developmental program.

Community colleges should continue their commitment to support extracurricular academic and cultural activities at their campuses so that the community colleges will indeed serve as centers of culture and intellectual vitality for their communities. Through such activities and by virtue of efforts to adapt the humanities to all parts of the curriculum, community colleges can play a key role in responding to the crisis in liberal studies which is of nationwide concern. As Kirchner puts it, "If we can translate the insights and joys of humanistic education to students in our

community programs, occupational areas, adult education offerings, on-site training courses, and transfer curricula, we will be able perhaps to provide prototypes for others who wish to adapt the humanities to the conditions of contemporary life" (28).

Recommendation 15. That community colleges continue to support extracurricular academic and cultural activities at their campuses so that the community colleges will serve as centers of culture and intellectual vitality for their communities.

(3) Technical Education

Technical and career programs are the fastest growing curricula in community colleges across the nation. In 1984, of the 396 programs in 118 disciplines available at Maryland community colleges, 298 programs in 108 disciplines were in occupational areas, in fields as various as data processing, floral design, technical art, criminal justice, engineering technologies, hospitality management, medical and health technologies, and many others. In addition, fourteen of Maryland's seventeen community colleges are designated statewide providers of special programs, for example, Garrett (Wildlife Management), Catonsville (Mortuary Science), Allegany (Forest Technology), Baltimore (International Trade), Essex (Animal Science), and Prince George's (Nuclear Medicine).

Technical programs are one of the factors which make community colleges unique among institutions of higher education. The availability of directly job-related training in a variety of careers has proven to be a tremendous asset to the citizens of the State. The technical programs have benefitted those who want to complete one or two-year programs that prepare them for job entry, those who wish to take courses for career upgrading, and those who desire to take courses that will help them to maintain and expand skills necessary for success in their current jobs. By elevating the employability and earnings of workers, these programs have produced substantial benefits to students.

In addition to the benefits to individual workers, technical programs in community colleges play a major role in providing Maryland with highly skilled, competent workers. Among the largest employers of Maryland's community college graduates are health services. In 1980, 36 percent of all occupational graduates went into health service vocations. Other major employers of community college graduates are business and commerce (27 percent of the 1980 graduates), public service (14 percent), data processing (12 percent), and mechanical and engineering technologies (10 percent). A follow-up study of the 1980 graduates conducted by the State Board for Community Colleges showed that 95 percent of these employers rated their students' preparation as satisfactory.

Maryland's community colleges also play an important role in maintaining the State's economic vitality, since one of the keys of attracting industry is a sound educational system that develops the knowledge and technical skills of prospective workers. Then, too, community colleges often develop programs in specific response to declared community needs. For example, Dundalk Community College offers courses to laid-off steel workers, preparing them for alternative careers in office technology, accounting, computer drafting, and electronics. Perhaps the most impressive example of responsive programming is the associate degree nursing program which originated over 30 years ago in response to a nationwide shortage of nurses. Fourteen of

Maryland's seventeen community colleges offer the associate degree nursing program. Because of the open door philosophy, nursing education has been made available to a new range of Maryland students--older, married, and those from disadvantaged socioeconomic backgrounds. By 1983, 19 percent of the 40,800 registered nurses working full-time in Maryland had received their education at community colleges.

As was noted in the Trends chapter of this report, Maryland is undergoing significant changes in its work force as it moves toward a more complex information economy. Strategic planners agree that the challenge for community colleges in the future will be to educate workers with the sophisticated and more comprehensive skills that will be demanded by an information economy. A new study, Employment Policies: Looking to the Year 2000, warns of serious consequences within the next 15 years of a perceived discrepancy between worker education and workplace requirements. In addition to specialized skills, future workers will have increasing need of basic academic, interpersonal and problem solving skills. Dale Parnell, President of the American Association of Community and Junior Colleges, says that a high-quality technical education will need to produce a "worker who is broadly educated and whose responsibilities may span several work areas," as well as one who "is liberally educated to function competently as a citizen, a consumer, a family member, and a neighbor" (1985b, 14). The Committee believes that the best antidote to exclusively specific career preparation is a sound general education, already endorsed in Recommendation 1. In Recommendation 14, the Committee addresses the need to integrate knowledge of the arts and sciences in all facets of career education.

Most of today's workers will not earn a bachelor's degree; in fact, 25 percent of today's potential workers will not even graduate from high school. The growing number of high school dropouts, a 5 percent increase over the last decade, is of particular concern to educators. Today, when there is increasing emphasis on postsecondary vocational education as a basic minimum requirement for entry into the work force, proportionately fewer American youth are graduating from high school than graduated a decade ago (Parnell 1985b, 24). Socially, this waste of human resources is intolerable; equally disturbing is the prospect of human suffering awaiting those young people who face a bleak future of likely unemployment.

In The Neglected Majority, Parnell suggests that many of these potential dropouts might be salvaged if their high school education were structured toward some positive vocational objective. Specifically, he recommends a four-year "prep-tech" program which begins in the last two years of high school and carries on through two years of community college. The two-plus-two associate degree program combines a common core of general education and technical education, with the high school providing the general studies and the community college providing the technical education. The reverse of this pattern, or any variation of the pattern, would be possible, as well; specific articulation agreements and the dovetailing of courses would be worked out by individual community colleges with the high schools in their communities. The program also encourages consolidation of funds for equipment purchases and the sharing of resources.

Recommendation 16. That community colleges work with high schools to establish two-plus-two programs to encourage students to stay in school and complete a technical program at the community college.

The very success of the technical and career areas over the last decade has itself created problems, in terms of supplying equipment and staff to match the rapid

growth of programs. The cost of new equipment makes some programs impossible to fund. Added to this is the challenge of keeping technical equipment up-to-date at a time when new techniques become rapidly obsolete. The high costs of equipment and equipment maintenance are a strain on the college budget, a matter discussed more fully in the Finance chapter of this report.

This strain is already being partly alleviated in community colleges that have worked out equipment sharing agreements with local businesses and/or with other vocational educational institutions. The Committee suggests that all community colleges need to adopt these strategies and be more vigorous in forging new agreements.

Recommendation 17. That community colleges work to establish and/or improve equipment and facility sharing agreements with local business and/or vocational education institutions.

Knowledge in the fast-changing technical areas also becomes quickly outdated. Faculty development programs often fail to address the faculty's need to stay current with new developments in their field. Although issues of faculty development are discussed elsewhere in the report, the Committee wishes to draw particular attention to the matter here, since it is in technical and career areas where the information explosion has made the greatest impact and where the need to keep current with ever-changing methodologies is most critical.

Recommendation 18. That community colleges enable faculty to keep their skills up-to-date through job sharing agreements, educational seminars and conferences, and job rotation.

(4) Business and Industry Activities

One of the fastest growing areas in Maryland community colleges has been the training offered for business and industry. All of the community colleges in Maryland offer open enrollment courses for business. Most of the colleges provide custom training. In FY 1984, the colleges estimated that 112 associate in arts degrees were awarded and 103 certificates were conferred in credit programs developed specifically for business and industry. The estimated enrollment in these programs in FY 1984 was almost 3,000. Statewide registrations in contract credit courses that same year totaled over 900. Almost 14,000 registrants enrolled in 266 noncredit courses that met guidelines for State funding. Another 1,100 registrants were enrolled in ten workshops and seminars that were not eligible for State funding. Over 300 business sites were used for business and industry credit and noncredit courses in FY 1984. An additional 80 off campus sites were used by the colleges for open enrollment courses.

Colleges are involved with local chambers of commerce, private industry councils, local economic development entities and organizations, among others. Communication with the business community includes needs surveys, newsletters, special mailings, free seminars, breakfast meetings, and faculty release time to assist local businesses.

The pace of business and industry services among community colleges has been hastened by a number of factors, including a major systemwide thrust directed toward economic development activities over the past two fiscal years. Also

contributing to the new development has been an increased awareness of the community college delivery system on the part of both the Maryland Department of Economic and Community Development and the United States Small Business Administration. As part of the effort to make community college programs and services more visible to business and industry, each community college has specifically designated individuals to coordinate business and industry contacts. To complement this specialization at the local level, the State Board for Community colleges has likewise designated a staff member to coordinate business and industry activities.

Differences in attitudes and priorities of college leaders, both administrators and trustees, are reflected in the varying level of activities at the colleges. At some colleges, inadequate long-range planning has gone into economic development activities. In addition, enrollment-driven funding has encouraged a reliance on contracts made with large corporations because serving smaller businesses is more difficult and costly.

Recommendation 19. That community colleges establish a baseline of economic development service that is available at each college or on a regional basis which would enable the State Board for Community Colleges to be more active in increasing the role of community colleges in statewide economic development initiatives.

Despite these problems, the community colleges are emerging as an important force in the State's economic development. This is attributed by many to the responsiveness of the community colleges, to the quality of the business and industry courses, and to the prompt turn-around time in mounting offerings. Business leaders that testified before the Committee were unanimous in their praise of the ability of the colleges to be flexible, to customize training for specific needs, and to provide quality instruction. The image of the community college in the business community is one of professionalism in identifying and meeting business needs.

Recommendation 20. That the State Board for Community Colleges work with the colleges in coordinating business and industry courses and services for statewide emphasis.

While instructional and technical assistance activities have been undertaken at all Maryland community colleges, the magnitude and nature of these services, as well as their integration into overall college functioning, vary greatly. While it must be recognized candidly that, in contrast to many other states that received acclaim for their economic development activities, Maryland's community colleges do not constitute a state-controlled, fully state-funded system. Nonetheless, it is important that Maryland's community colleges be able to deliver business and industry services at a uniformly high level. Without such a commitment, it is difficult for economic development officials to market and package arrangements for new, expanding, and relocating businesses.

Recommendation 21. That community colleges individually determine the appropriate priority to be given to providing training for local economic development, fostering closer ties with local agencies and business.

Recommendation 22. That the State Department of Economic and Community Development more effectively market and use funds for training opportunities at Maryland community colleges.

(5) Continuing Education

Continuing education, quite simply, expresses the recognition that learning is a lifelong process and that higher education in particular is desirable and should be available for anyone who seeks to profit from it, either in pursuit of a systematic program or for personal enrichment. Indeed, the rapid growth of continuing education in the last decade strongly suggests that the traditional concept of education as "preparatory," a matter of "first learning and then doing," is already giving way to a "truly recurrent pattern," where professional development and personal growth are recognized as lifelong processes (Lynton 23).

Continuing education has drawn wide support in Maryland. As early as 1971, the State Board for Community Colleges adopted a resolution to support and encourage continuing education "as a significant function and responsibility of Maryland community colleges" (SBCC State Plan, 1973, 132). The State Board defines continuing education as those regularly scheduled courses which are designed to meet the needs of part-time and returning students but which are not offered for academic credit. Such courses include those that provide job training and retraining, that satisfy professional requirements for certification and recertification, that provide apprenticeship related instruction, that offer cultural enrichment, and that address contemporary, family and social problems.

Some continuing education courses are self-supporting and some are State-assisted. State-supported courses are those that have been approved by the State as satisfying vocational, professional, or self-development needs of adult students. In FY 1985, over 9,500 courses were determined to be eligible for State aid, with a total number of registrations reaching 237,000.

As the United States becomes more and more a nation of adults, these numbers will probably increase. In fact, the population currently served by continuing education courses is not expected to peak until the year 2000 when approximately 45.5 percent of all Americans will be between 30 and 64 years of age (Long 37). It seems clear, therefore, that any scenario of the future of Maryland community colleges must include continuing education as a vitally significant component.

Nowhere are the values intrinsic to the overall community college mission more visibly manifested than in continuing education. In fact, the success of the continuing education segment to date has been largely due to programming which is community-centered, flexible, comprehensive, and accessible. Future planning should be guided by these same values with an emphasis on achieving high-quality, cost-effective programs that will enhance the image of the community college.

Accessibility and flexibility are the hallmarks of continuing education, putting this segment in the forefront of some of the most interesting innovations in higher education. It has led the way in developing new strategies for reaching adult learners in nontraditional settings and at nontraditional times: weekend and evening classes are held at the workplace, at business centers, and in public facilities. Continuing education leaders have been among the first to demonstrate the college's

willingness to "step through its own open doors and out into the community" (Tadlock, in Gollattscheck 57).

In the decade ahead, developments in the electronic media will open a new array of resources for the adult learner: interactive computers, videodiscs, interactive capability picture phones. Futurists talk of private residences transformed into "electronic cottages" equipped with learning resources unknown to any previous generation (Long 181). These innovations will, of course, have a tremendous impact on all of higher education and on all segments of the community college. However, because continuing education is the segment most responsive to change, these educators may be among the first to feel the impact. The new technologies will expand the resources for "distance learning," presenting new possibilities to educators in their search to improve access for special populations, such as the aging, the handicapped, immigrant groups, and those in need of basic adult education--for adults in general who are not able to take advantage of the resources housed on campus.

On the other hand, some continuing education populations will continue to be best served by courses which are located on campus. In recent years, several colleges have invited the talented and gifted youth of the community onto the campus for special seminars and enrichment programs. Then, too, there are increasing numbers of adults--working people, retired people, senior citizens--who look to the community college for cultural enrichment. The campus provides a congenial gathering place for these people who are interested in learning of every sort, from Shakespeare to real estate, from child psychology to contemporary politics. By providing learning experiences such as these, continuing education fulfills an important part of its mission: improving the quality of life of community residents through education.

Recommendation 23: That community colleges continue to respond to the educational needs of adults with quality courses.

The Committee suggests that one of the college resources that may be better used by continuing education is the college full-time faculty. Greater integration of appropriate full-time faculty into certain noncredit course areas may expand the offerings in continuing education, especially in the arts and sciences, and also could provide full-time faculty with an audience for specialized coursework. Then, too, because most of the existing continuing education faculty are part-time, continuing education lies outside traditional collegiate governance structures, such as faculty senate. Furthermore, communication between credit and noncredit faculty is often minimal. For these reasons, the continuing education faculty and the division as a whole are often isolated from the rest of the institution. Greater involvement of full-time faculty may help to overcome that isolation and strengthen the ties between continuing education and the institution as a whole.

Most educators agree that an overriding concern for continuing education during this period of shrinking fiscal resources is the need to demonstrate the quality of its programs. One important consideration is maintaining quality control in courses, when so many have moved off campus and are taught by part-time faculty. Another, equally important, is protecting the reputation for excellence and the perception of quality that continuing education wishes to enjoy within the community and among public officials. The concern is that certain recreational courses (which, unlike the noncredit courses discussed above, are supported solely by fees and not by public funds) may be undermining the image of community colleges as quality institutions of higher

education. Some of these offerings are seen as frivolous by citizens and by public officials. The issue is not whether such courses have any intrinsic value but rather whether they are appropriate offerings for an institution of higher education. Although these offerings represent a small fraction of the continuing education program, they often attract a disproportionate amount of attention, which unduly influences the public perception of what the community college is all about. The Committee feels that whatever good is achieved through these recreational offerings must be carefully weighed against the possible damage done to the reputation of the college.

Recommendation 24. That community college continuing education divisions limit their noncredit offerings to courses that reflect the institution's role in higher education and enhance the image of the community college.

(6) Lifelong Learning

Lifelong learning can be defined in several ways. When it means learning "throughout one's lifetime," then noncredit continuing education programs may be the best providers. But lifelong learning also implies that "at any specific time in one's life" a person is entitled to pursue a degree program or to enroll in credit courses (providing he or she is academically qualified) for the purpose of exploring a new career field or for self-enrichment (Swift 18).

The increasing number of adult learners has changed the character of college campuses all over the country. The traditional college student, 18 years old and just out of high school, no longer dominates even most four-year colleges and universities. Today, the average age of students in Maryland's community colleges is 28.5 and rising. These older students make significant contributions to the social and academic life of the college. For one thing, they bring with them a wealth of expertise and life experiences which are of benefit to the institution.

They also bring with them an assortment of special needs, in terms of facilities, services, and classroom instruction, to which colleges must be sensitive. The Committee agrees with Hodgkinson that, for the most part, community colleges have "clearly gone out of their way to meet the needs of adult learners" and have been more flexible in adapting their programs to adult needs than have four-year colleges and universities, many of which were originally designed with younger students in mind (12). The impression that community colleges are responsive to adult needs is borne out by a follow-up study of lifelong learners made a decade ago by the State Board for Community Colleges, in which students reported a very high level of satisfaction both with instruction (95 percent) and with the overall quality of their respective colleges (98 percent).

The Committee recommends that the community colleges continue to review their programs, services, and facilities to ensure that they are meeting the needs of lifelong learners. The following checklist suggested by Pam Mendelsohn in Happier by Careers identifies features important to adult students.

Facilities: Good on-campus child care that is affordable.

A space where adult students can gather comfortably and informally.

Services: Counseling, both individually and in groups, on a drop-in basis or by appointment.

A reentry office (even if only one person) that can serve as a major resource and advocate.

Special admissions procedures that take life experiences into account with a realistic attitude toward transfer and assessment of prior learning.

A solid information service on the issues that most concern reentry students (financial aid, child care, among others).

Special orientation for returning students and help through the registration process.

Updated guidelines for handling prerequisites.

Special-interest library services.

Instruction: Flexible class scheduling that is realistic for working people and parents.

Receptivity to earning credit through correspondence, television, summer and extension courses.

Self-development courses specifically geared to the issues that most concern older students.

(7) Developmental/Remedial Education

The community college commitment to open access has confronted the institution with the challenge of the underprepared learner. The "access revolution" has been a major contributor to the perception and to the substance of decline in the quality of community college education (McCabe 7). With access has come a wide range of student academic skills and goals. Faculty have discovered that traditional instructional strategies are ineffective in a classroom with such a diversity of skill development. Faculty morale has suffered as instructors find themselves teaching in circumstances which they consider unlikely to result in success. Students at both ends of the spectrum, those with a history of limited academic success and those with a high degree of academic success, have become bored or lost interest and have withdrawn first from the class and then from the college. The well-publicized decline in SAT scores for all college bound students has heightened the perception of a loss of educational quality in institutions of higher education. Critics wonder whether the community college commitment to access contains a built-in flaw that precludes the possibility of quality education for community college students (Roueche et. al. 6,9).

The Committee on the Future believes that the community college can and should maintain its commitment to access and to educational excellence. The need to keep open the doors of higher education and to provide an upgrading of the academic skills of the underprepared learner will assume an even greater societal and educational importance in the future. The decision to employ an individual will continue to be

influenced to a significant degree by the individual's skills in mathematics, reading, and writing. As one community college leader noted, the "most important academic skills have now become the most important occupational skills" (McCabe 1982, 8). In addition, the emphasis on quality education intensifies the importance and gives greater urgency to the task of equipping the underprepared student with the skills to succeed in higher education (Iowa Task Force 3).

The question has never been if Maryland community colleges should be involved in remedial education. Clearly, community colleges already are doing the major share of remediation in higher education in the State. A study done by the Maryland State Board for Higher Education in 1984 shows that 90 percent of all enrollments in Maryland's remedial education were reported by community colleges (Remedial Education in Maryland 34). The real issues are ensuring quality within remedial programs and preventing premature matriculation of underprepared students into credit courses and programs that jeopardize not only the students' success but also the academic quality of these courses.

Recommendation 25. That community colleges continue to have a primary responsibility for remedial education within higher education in the State of Maryland.

Defining remedial education is difficult in itself. Needs range from a refresher course for a returning adult to the more complex needs of the severely underprepared. Yet the absence of a definition complicates the problem of setting precise goals, expectations, and the strategies to meet the needs of the underprepared student. The Committee has defined remedial education as an educational activity designed to correct an academic deficiency and for which no credit is awarded (Iowa Report 1). Further, remediation assumes that the individual has the basic ability to ultimately perform college-level work.

The guiding principles colleges use to define their mission was described as the collegiate function. The collegiate function, also called the inner logic of an institution, determines the mix of programs, the diversity of courses in continuing education, and the responsibility to provide remediation. This inner logic demands a level of quality from all activities, including remediation, while it limits the breadth of activities that can be offered by an institution that is considered higher education.

The presence of underprepared learners with deficiencies in reading, writing, or mathematics skills impairs the quality of education and the learning environment for the prepared student. The student's "right to fail" has created a situation that has penalized the prepared student and has not consistently benefited the underprepared student (McCabe 1982, 9).

The open door "does not mean that anyone who meets the general admission requirements . . . and can profit from attending can enroll in any program offered by the community college" (Vaughan 1985, 21). The Committee proposes that the community colleges adopt a "controlled flow" approach to course and program enrollment. Students should be permitted to enter courses and programs based on their skill competencies in reading, writing, and mathematics and on their success in meeting institutionally determined standards of progress. In such a system, students would be required to take the necessary remedial work prior to enrolling in a college-level course or program that requires college-level skills for success.

Recommendation 26. That community colleges determine basic competencies required for enrollment in academic credit courses, restricting entry to students who demonstrate preparedness.

An important component of the controlled flow approach is mandatory assessment testing and placement for all new students. Assessment tests should reflect the level of skills needed to succeed in the college-level classes offered at that institution. Assessment tests that indicate only that the student has the skill level to enter the introductory English or mathematics course but do not explicitly address the student's skill preparation for the wide range of other introductory courses offered by the college are inadequate. Faculty should be able to articulate skill levels they require for success for all introductory courses. Institutions may find it appropriate to establish and publish skill levels for admission into specific programs. Establishing skill levels for admission into the transfer program, for example, could lead to greater acceptability of community college courses at transfer institutions.

Mandatory course placement based on the results of the assessment test is a necessary step for improving quality. Students who do not have college-level skills should not be allowed to take college-level courses.

Recommendation 27. That community colleges adopt policies requiring mandatory skill assessment, course placement, and academic advising for all students.

Recommendation 28. That community college assessment standards be directly related to the skill level required for success in all introductory college-level courses offered by the institution.

Community colleges also serve students who do not have the skill level to enter immediately any of the college-level courses. For these students who are taking only remedial courses, colleges should develop a "core" of supplementary noncredit courses that will help them to achieve academic and personal goals and that will provide them with competencies that will be useful in life.

A current weakness at most colleges is the lack of evaluation of the effectiveness of their remedial efforts. Each institution should collect and analyze data that show success rates of students in college-level courses. Roueche (8-9) says the basic evaluation question should be "would the student have been as likely to succeed without any basic skill instruction?" An institution should be able to show that its remedial efforts make a difference in student success and in the quality of education for all students.

Recommendation 29. That community colleges evaluate their remedial activities and be able to show that their efforts make a difference in student success and in the quality of education for all students.

The Committee on the Future believes that the State Board for Community Colleges should develop additional staff competency in the area of remedial education and provide leadership by sponsoring workshops, making resource personnel available, and assisting colleges in designing program assessments when appropriate.

Recommendation 30. That the State Board for Community Colleges provide statewide leadership for remedial education by sponsoring workshops on

remedial education and by providing information and other assistance to institutions attempting to address the remedial needs of their students.

Recommendation 31. That the State Board for Community Colleges, in cooperation with the community colleges, expand the statewide information system to include data about remedial students and their performance.

(8) Standards of Progress

Students must do their share in upgrading quality. The Committee suggests that every community college develop Standards of Progress which clearly define the acceptable rates of academic progress which the college expects of students in their course of study. For Standards of Progress to work effectively, there must be a reasonable balance between demand and support. Two conditions must be met. First, on the demand side, institutions need to develop a set of academic sanctions that will forcefully convey to students the importance that the college attaches to the concept of Standards of Progress. For example, students who fail a course twice might be required to pay the entire cost of the course, including the portion covered by local and State funds, the third time they enroll in the course. Or students who fail a course twice might be denied admission the third time. In addition, students who do not demonstrate acceptable progress according to the institutional standards of progress might be dismissed for at least one semester. Finally, exit tests designed by the colleges, for the basic skill courses for remedial students and for all graduating students, would demonstrate to students the institution's commitment to academic quality. On the support side, there needs to be an effective support system that plays an active, even intrusive, role in the academic life of the student. The supportive role of the academic advising system is described in more detail in the following section, Student Services.

Recommendation 32. That community colleges develop and implement a standard of progress requirement and that the colleges provide the necessary support services, such as a strong advising system, and sanctions that will enable the standards of progress program to have a positive impact on student success and on the educational quality of the institution.

(9) Student Services

Attainment of academic goals is a measure of quality. The Maryland community college system is committed to student success not only for the high achievers but also for students who are unprepared, undecided, uncommitted and who have a history of average or poor success in the school systems. The commitment both to student success and to access for all who can benefit has resulted in a highly diverse community college student body. One consequence of diversity has been the creation of a complex system of curricula, courses, schedules, and bureaucracy that often confuses the student. Many students must juggle work, family, and study schedules. Others bring personal or family problems that impede classroom success. In addition, even registering at a college can be very confusing, even after two or three semesters of experience. A bridge of support between the individual student and the classroom is essential for quality education.

Student service units provide a range of support services that encourage student success and the "development of the whole individual" (Slowinski 6). The range of student services is broad and varied from college to college.

The future of student support programs should be directly related to the mission of the institution, most notably the commitment to student success. A major goal of student services is to join together the student-support and academic functions of a college to assist students to function well in a complex society. The interdependency between institutional mission and student services will only grow stronger. Student services has an important role in the college planning process and in achieving the priorities of the institution, including Standards of Progress. Financial aid, counseling, and academic advising functions have a special contribution to make to quality education at the community college.

Recommendation 33. That community colleges ensure that student services are engaged directly with the mission of the institution, most notably the commitment to student success.

Guidance and academic advising are essentially a teaching situation, a mentoring relationship in which the student and advisor blend student needs with college resources. The advisor provides the information and assistance that the student needs to complete his or her academic goals. An advising system that matches students with specific advisors creates an environment where a customized or individualized education is possible.

The components of a successful guidance and advising system are proper assessment of skills and interests, career decision making, educational planning, and follow-up. A sound academic advising system permits the institution to recognize and to respond to a student's individual needs and differences. A creative use of technology, particularly the computer, permits colleges to manage diversity effectively (Dehart 2).

The heterogeneous community college student body often arrives with a wide range of goals with no plans for reaching goals other than to acquire a degree. Many students enter college without any specific goals. These students need assistance in assessing personal values, interests, and abilities with a view toward determining specific career goals and objectives. The importance of effective career decision making to the community college was summed up by one author who writes:

> Perhaps by working from the premise that the most successful lives are made of the most successful choices, in a personal, educational, and professional sense, and by supplying students with the assurance that such choices are within their grasp, community and junior colleges tend to gain much in the way of fulfilling their fundamental democratic mission (Wright 23).

Career choice must be followed by educational planning, a necessary ingredient of quality and student success. Educational planning involves identifying courses, setting up time frames for completion, and establishing benchmarks of progress. An important consequence of educational planning is proper course placement. Roueche (19) found that "in those courses with content of perceived and/or demonstrated value and interest for the student, the student was more inclined to work

hard and complete more than the minimum course requirements." When the course supports the student's plan, the quality of the learning process improves for all in the class.

Proper follow-up of the student by the advisor is essential to success. Just as the creation of the education plan required the guidance of an advisor, the mentor relationship between student and advisor is required for the implementation of the plan. Standards of progress should include strategies to assist the student to meet his or her individual standards of progress.

If academic advising is to reach its potential, three significant obstacles will have to be overcome. First, academic advising has a low status in most institutions. For example, the faculty role in advising is rarely evaluated and even more rarely rewarded at most institutions. A second important obstacle to superior advising is the absence of coordination among the offices and people who do academic advising. A coherent advising system, which is programmatically and organizationally sound and financially well supported, is a rarity on most community college campuses. Thirdly, most faculty lack the range of skills and experience necessary for effective advising, although this condition could be changed with some effort (Trombley 20-21).

Colleges should demonstrate their commitment to academic advising by developing a set of principles and guidelines and committing the human, fiscal, and physical resources necessary to implement them. An end to fragmentation would make a significant contribution to improving the quality of advising support. Finally, each institution should identify the roles and responsibilities for instructional faculty and counselors and provide proper training to develop the requisite skills.

Recommendation 34. That community colleges institute a comprehensive academic advising system that requires proper assessment of skills and interests, career decision making, educational planning, monitoring student standards of progress, and intervention strategies for students who do not progress satisfactorily.

(10) Faculty Development

Quality instruction is a principle ingredient of a successful community college. Excellent teaching requires vibrant teachers who are enthusiastic about their profession and well informed in their discipline. An enemy of excellence in instruction is "burnout." The term burnout first appeared in the 1970s and suggested a level of frustration beyond mere dissatisfaction and a "fatigue" that was "caused by environmental pressures beyond . . . the faculty's control" (Cohen and Brawer 80).

Burnout has been traced to the "essential sameness" of community college teaching. One study suggests:

> Faculty soon catch on to the fundamentally unchanging nature of their work. With the exception of special projects, what a faculty member does one year is pretty much what he or she will do the next year, and the year after, and the year after. This lack of variety tends to cause teaching to become more and more enervating. Faculty members mature as the years go by: physically, psychologically, and in terms of their philosophy and technique. But the essential sameness of their lives remains (Brooks and German 19).

Faculty development programs are the academic community's response to the need for faculty renewal. The definition of faculty development varies widely as do faculty development programs. Faculty development programs range from in-service teaching workshops to counseling in career changes to early retirement incentives. Some faculty development programs may extend over several semesters while others may last only hours. Some faculty development programs are part of a well designed institutional plan while others are isolated and disparate offerings. In the future, faculty development will be critical to the continued excellence of community college education.

Community colleges are teaching rather than research institutions and the excellence of the teaching faculty is widely acknowledged. However, it is also recognized that many community college faculty, especially in the more traditional transfer programs where many teachers were hired in the late 1960s and the 1970s, have been at their teaching posts for more than a decade and a half, with few opportunities for continuing scholarship in their disciplines. Thus, there is a special need for professional development, which encourages faculty to keep abreast of their academic discipline through study, research, consultation, conferences, and other traditional avenues of intellectual renewal. Technical faculty would benefit from opportunities to return to industry through job sharing and job rotation agreements. The benefits of such scholarly endeavors are passed on directly to students in the form of revitalized teaching, but they can also be shared with the entire academic community through lectures, forums, publications, thus enriching the intellectual environment of the community college campus.

Recommendation 35. That community colleges develop and implement a long-range plan for faculty development. In addition, community colleges should support programs for faculty development through sabbaticals, released time for scholarly endeavors, funding support for conferences, and other appropriate means.

(11) Affirmative Action and Equal Opportunity

The community colleges' open door philosophy coupled with low tuition costs has opened educational opportunities to a segment of society previously left out of higher education. Realizing that open doors can become "revolving" doors, community colleges have developed programs in remediation and wide ranging counseling services to help students reach their goals and understand their potential. Other services also have been established as new needs have arisen. Financial aid offices serve thousands of students across the State. Special help for women returning to the classroom and the work force after raising their families is being provided.

Reaching minority students is a special concern in Maryland higher education today. The State only recently signed an agreement with the Department of Education outlining plans for continued desegregation of the State's colleges and universities. Community colleges have consistently met desegregation goals in the past. This is not surprising in light of the community colleges' open door policies and their commitment to serve needs in their communities.

The community colleges still have an important role to play in providing equal opportunities to higher education in Maryland. Community colleges can provide minority students with strong backgrounds to enter the State's four-year college and

university system. Community colleges also can help disadvantaged minorities with remedial work to prepare them for more rigorous coursework.

The Committee feels that the community college system has a good record in both affirmative action and providing equal opportunities. Colleges must remain sensitive in these areas and continue to be diligent in maintaining a sense of fairness and equality in dealing with students and college personnel.

Recommendation 36. That community colleges develop and annually review and update affirmative action plans affecting both students and college personnel.

CONCLUSION

The major thrust for the community college mission in the decade ahead will be the shift in emphasis from managing rapid growth to maintaining and improving quality as the guiding concern. In the 1960s and 1970s, progress was conceived of largely in terms of expansion and innovation; in the 1980s and 1990s, progress will be defined in terms of excellence. The Committee believes that a future characterized by slower growth provides a congenial environment for improvements in quality, providing that colleges are willing to focus their resources and energies on ways to upgrade programs, revitalize faculty, and improve student performance.

An emphasis on excellence will mean a reordering of priorities, but it does not call for sacrificing any part of the college's comprehensive mission, particularly the college's commitment to open access. On the contrary, the changing circumstances envisioned for the coming decade argue more strongly than ever for community colleges which continue to be accessible to the underprivileged and underprepared and which continue to be comprehensive enough to meet the diverse needs of lifelong learners.

The Committee concludes its study of mission with a capstone recommendation. To underscore their commitment to excellence, the Committee suggests that the Maryland community college system identify exemplary programs in community colleges across the State and expand these programs into Centers of Excellence. A process should be established and funds identified to enable institutions to transform very good programs into excellent programs--programs that would be models of their kind for the State and the nation. The intention here is not to designate these Centers of Excellence as statewide providers of programs. Rather, they would serve as resource centers for other institutions in the system that might wish to replicate their programs and learn from their success. Such a project could not be the sole responsibility of the State Board for Community Colleges but would require the strong support of all segments of the Maryland community college system.

Recommendation 37. That the Maryland community college system together with the State Board for Community Colleges identify colleges with exemplary programs and designate them as Centers of Excellence for those programs, along with appropriate support.

IV. GOVERNANCE

Governance involves the exercise of authority and influence by specific interest groups in relation to specific decisions. Effective governance systems assure smooth operations, ensure periodic evaluation against appropriate standards, and permit and encourage flexibility.

In Maryland, commitment to the principle of local governance for community colleges is historically strong. The movement to establish a system of locally controlled public two-year colleges in Maryland gained momentum immediately following World War II with the establishment of Montgomery and Hagerstown Junior Colleges in 1946. From 1946 until 1961, the community colleges were under the general authority of local school boards, another indicator of the strong bond between these two-year institutions and the community. In 1961, the General Assembly authorized the State Superintendent of Schools to formally approve the establishment of community colleges by local boards of education and to permit these boards to be constituted as boards of trustees of their respective community college.

Legislation in 1965 authorized the establishment of regional community colleges controlled by boards of trustees drawn from the political subdivisions sponsoring the colleges. In 1968, the General Assembly provided for the optional establishment of separate boards of trustees. All community colleges are now operating under separate boards of trustees. Joseph Cosand, formerly a Deputy Commissioner of Higher Education and an important national community college leader, notes that the separation from local boards of education enabled the community colleges to "develop an identity of their own" (Vaughan 1984, 26). Although this new identity was as a separate but related part of the higher educational community, the historical relationship to local community has permanently and uniquely shaped the mission and the governance of the community college.

The State legislature and Governor have broadly defined the commitment to local governance through the enactment of legislation which establishes the existence and requires State support of community colleges in Maryland. Title 16 of the Education Article of the Annotated Code of Maryland creates local boards of trustees as the primary governing bodies of the State's community colleges. Among the powers conferred on local boards of trustees by Title 16 are to establish the college operating and capital budgets subject to approval of local political subdivisions; to determine entrance requirements and approve curricula, subject to minimum standards set by the State Board for Community Colleges; to maintain and exercise general control over the community college; to charge students reasonable tuition and fees; and to appoint a president and fix the salaries and tenure of the president, faculty, and other employees. (Appendix C) The action of the State Assembly and Governor in Title 16 of fixing the primary responsibility for governance with the local leadership was consistent with the Maryland historical educational experience.

The day-to-day responsibility for operation of the community college is largely in the hands of college administrators and faculty. All personnel decisions are made locally. Title 16 empowers the board of trustees to appoint a president who "shall report directly to the board of trustees". (Appendix D) The specific organization of the individual community college varies in accordance with size, history, and local

conditions. Testimony before the Committee on the Future was uniform in its support of the principle of local governance of community colleges.

Many parties have some authority over the broader community college operations and the result is a complexity of governance that is not apparent in other higher education sectors in Maryland. It also has led to the local perception that the authority of local trustees is being continuously eroded by the State and local governments and State regulatory agencies.

Local governments play a major role in the governance of community colleges. Indeed, the presence of the local government in the chain of governance is a unique feature that clearly distinguishes the community college from the four-year and university institutions. Local governments have the legal right to request establishment of a community college or a regional community college. Some local governments have the authority to appoint some members of boards of trustees or members of trustee nominating committees. All local governments have the authority to review and approve community college operating and capital budgets by functional category. The local government provides a significant contribution to the college budget. By State law, the local contribution must be at least 28 percent of current expenses. However, there is no mechanism for enforcement of this provision. (See Chapter V. Finance for additional discussion of this financial relationship.) Some local governments exceed the State minimum and provide as much as 50 percent of the college budget.

When the community colleges established their independence from local school boards by the creation of their own boards of trustees, regional and special accreditation groups began to play a role in the governance of each institution. Accrediting bodies, such as the Middle States Association of Colleges and Schools, review and assess each community college and certify that the institution meets certain educational quality standards. Middle States visits are conducted concurrently with reviews by responsible State bodies that are responsible for State certification of each community college.

Public higher education, traditionally, has been exclusively a State function. With the emergence of the modern community college, higher education in Maryland has become a shared responsibility of the State and the local governments. The role played by the State in the Maryland community college system has been one of the real strengths of the system as well as one of the most discussed and debated governance issues.

The State Board for Higher Education, established by Title 12 of the Education Article of the Annotated Code of Maryland (Appendix E) in 1976, has broad legal authority over all of higher education, including the community college. Among the responsibilities for the State Board for Higher Education is the responsibility for State accreditation of postsecondary institutions, a function formerly performed by the State Department of Education. However, the coordinating authority for the State community colleges is vested in the State Board for Community Colleges established by Title 16 of the Education Article of the Annotated Code of Maryland.

In a broad context, the role of the State Board for Community Colleges includes planning, coordination, service, and leadership for both the community colleges and the State of Maryland (State Plan for Community Colleges in Maryland, June 1985, 15). The planning function includes such activities as the development of a State plan for

community colleges and reviewing and recommending new programs and facilities of community colleges. The coordinating function involves working with other organizations, including a more active role in planning and program articulation with both the public schools and the State colleges and universities. The service function implies a response to the daily needs of community colleges, such as supplying of statistical data or sponsoring of workshops to assist in solving institutional problems as they occur. Leadership is exercised by the State Board for Community Colleges in all three broad functions.

The actions of the State Board for Community Colleges reflect a recognition that coordination is most effectively accomplished through leadership rather than through imposition and extension of mandatory control mechanisms. In general, the State Board has demonstrated its strong support for State-level coordination and local control of community college functions. Testimony before the Committee on the Future was uniform in its support of the skill and effectiveness of the coordinating role of the State Board for Community Colleges.

FUTURE DIRECTIONS

The major issue confronting governance throughout all segments of the Maryland community college system is how governance can enhance the quality of community college education. Clearly, quality must be the number one goal of Maryland's community college system.

Leadership is an important tool available to governance. Community college leaders will have to provide leadership in a time of enrollment slowdown and likely decline and possibly during a period of contraction for all of education. If governance at all levels of the Maryland community college system is to enhance quality, then responsible individuals and groups must "seize hold of the future and . . . guide it, and not just . . . react to what otherwise will happen" (Carnegie Council on Policy Studies 84). Leadership for the future requires successfully addressing problems that are difficult, often having indistinct guidelines for resolution and presenting themselves for solution in a less-than-stable atmosphere. However trying the circumstances, community college leadership must be innovative and create policies that will ensure quality education for all students.

The responsibility for quality belongs to the principal parts of the governance structure--the institution, the State--and should not be the sole responsibility of any one part. Such a dispersal of responsibility requires that all individuals and groups participating in the governance process take seriously their responsibilities for leadership.

The Committee's concerns about the need for a dispersal of the responsibility for quality should not be interpreted as indicating a preference for weak or ineffectual governance bodies at either the State or local levels. Quite to the contrary, strong governance bodies are required at both levels in order to provide the effective and vigorous leadership that is an absolute necessity if the community colleges of Maryland are to meet the challenges posed by the future. The recommendations found in this chapter are designed primarily to strengthen both the State Board for Community Colleges and institutional trustees. The refinements of the present educational governance system offered by this chapter will permit the community college leaders of

Maryland to respond to the multitude of subtle and complex problems in order to continue the high quality educational services expected by the citizens of the State.

(1) Strengthening Local Boards of Trustees

The Committee on the Future is impressed with the opportunities for leadership available to local boards of trustees. The primary responsibility for quality enhancement rests with the institution and ultimately with the governing boards of these institutions. The problems of slow or no growth will be keenly felt by trustees. One scholar predicts that "institutional flexibility will be . . . restricted, tolerance levels will be lower, and margins for error narrower, especially for small institutions" (Ingram 24). Another scholar writes that "some institutions concerned with survival may be tempted to seek bodies by lowering standards and opening programs for which they are not prepared" (Millard 1). Despite these and other difficulties, Millard reminds trustees that they are the institution's primary self-regulating body responsible for quality. Millard writes:

> As the governing bodies of institutions, the ultimate legal responsibility for the integrity of the institution rests with you as trustees. You hire a president and his staff to carry out the institution's instruction . . . public service functions, and you determine instructional direction, integrity, and effectiveness in fulfilling its mission. The quality of instruction . . . rests with the faculty, but the quality of the faculty, in fact the quality of the institution and its programs as a whole depends on your support, policy decisions, and evaluation. If an institution is in trouble, if its quality is questionable, it may be the president who is fired or reinforced, but the trustees do the firing or the reinforcing and set the general policy framework under which the institution must operate. In this sense you are the institution's primary self-regulatory body in relation to quality control and improvement (1).

The trustees' responsibility for quality is only a part--a very important part--of their long-run and overall responsibility for the welfare and integrity of the institution. Ingram reminds us that trustees must "insulate the institution from, rather than expose it to, the prospects of a decade of nasty weather" (Ingram 25). Writers, such as Vaughan (1984a, 38-44), Davis (29-36), Koltai (2), and the Carnegie Council on Policy Studies (98-117), make very clear that real and, in some cases, pressing threats to institutional integrity come from forces and groups both internal and external to the community college. Quality education for the future means that trustees must sort through these problems and create an environment where excellence can thrive for our students and our personnel.

Nomination and Terms of Appointment. The process of nominating a trustee can make a difference in the quality of the trustee appointed. The community colleges of the State and the local and State governments must take all necessary steps to ensure that the best qualified members of our society express an interest in and are chosen as trustees. Thirteen of the fifteen Maryland's community college boards of trustees are appointed by the Governor with the consent of the Senate; one board is appointed by the Governor with the consent of the House of Delegates. The Mayor of Baltimore City appoints trustees to the Community College of Baltimore. For one of the fourteen boards, the Governor receives a slate of nominees from a locally appointed

nominating committee. Board members serve staggered terms and usually can be reappointed for an unlimited number of terms.

The Committee supports the recommendation of The Association of Governing Boards of Universities and Colleges (AGB) that trustees of all public governing boards be appointed by the Governor from a list of nominees selected by a local nominating process. In addition, the Committee endorses the AGB recommendation that trustees be appointed to terms of not more than six years and serve not more than twelve consecutive years. Although we recognize that limiting a board member to not more than twelve consecutive years may deprive board leadership of a sense of continuity and historical perspective, the Committee believes that the challenges and leadership of the future will require a steady injection of new ideas and energy.

Recommendation 38. That all members of Maryland community college boards of trustees be appointed by the Governor of the State and that all board members be appointed to terms of not more than six years and serve not more than twelve consecutive years.

Orientation and Trustee Development. A Wall Street Journal article described the ideal modern board member as "a man or woman with the versatility of Leonardo da Vinci, the financial acumen of Bernard Baruch, and the scholarly bent of Erasmus" (2). Although institutions would be hard-pressed to fill board vacancies on the basis of these requirements, a board member today must have an extraordinary commitment to the academic, financial, and social welfare of his or her institution. Institutional integrity and educational quality are best served by autonomous lay boards as opposed to constituency boards. Boards of trustees that reflect a diversity and a balance in terms of professional expertise and are representative of the social, geographic, and political makeup of the community are best able to provide for the general welfare. Constituency-based board membership "conflicts with the basic premise that boards must function in the interest of the entire institution and not a single group" (Parilla 3). Board members who do not attempt to represent the entire public interest make it more difficult for the institution to respond to the challenges of the future with quality education.

The quality of trustee leadership is related to the degree of expertise with which he or she carries out responsibilities. Few people would be expected to be highly productive trustees immediately upon being appointed, and the Committee has noted that the qualifications of board members vary considerably. Yet the responsibilities and the problems requiring the immediate attention and judgment of a trustee do not respect inexperience. Further, the institution the new trustee is to lead is a complex educational entity possessing many facets. Often the trustee may not even know his fellow trustees or the college president. As a practical matter, how can the new trustee be anything but overwhelmed by Millard's charge of being responsible for institutional integrity and quality control and enhancement?

The Committee on the Future believes that the community colleges across the State, in coordination with the State Board for Community Colleges, should establish an ongoing formal orientation process for all new trustees that includes a discussion of local, State, and federal issues as well as the role and responsibilities of board members. The orientation process should include at least one significant seminar and workshop at Annapolis and an equally intense orientation regimen at the community college.

The need for strong trustee leadership is so crucial to meeting the challenges of the future that the Committee recommends that each board of trustees establish a trustee development program in coordination with their president. Such a development program should be a well designed, long-running plan for all trustees--new and veteran--that would keep them familiar with both the philosophical and the nuts-and-bolts aspects of their institutions. The theme of quality should run through these trustee development programs. In addition, the Committee encourages trustees to travel to regional and national conferences in search of new ideas and innovative ways of addressing institutional concerns.

Recommendation 39. That community colleges, in coordination with the State Board for Community Colleges, strengthen the formal orientation process for all new trustees that would include a discussion of local, State, and national issues and the roles and responsibilities of board members.

Recommendation 40. That each community college board of trustees establish with their president an ongoing, well-planned trustee development plan that would keep trustees informed about the complex environment in which they are expected to provide leadership.

Planning. Quality in education is not an accident but the product of planning and evaluation. The trustees of each college and the State Board for Community Colleges should develop a planning process and a plan that will enable reasonable responsiveness to educational needs over an extended period of time. Each college and the State Board for Community Colleges should collect data to evaluate how effectively its goals are met and provide a feedback process to permit a response to the information found in the data. The Committee realizes that the job of identifying, collecting and analyzing data, and developing a plan is a complicated process that demands much of everybody, but there is no shortcut to educational quality.

Recommendation 41. That the boards of each entity of the community college system develop a planning process and plan that will enable each college and the State system to reach their goals; collect and analyze data that will permit an evaluation of success; and develop a feedback process that will permit modification of activity based on evaluation.

Planning for quality is especially important in a period of changing, especially declining, enrollment patterns. Quality program development in the absence of institutional planning is particularly vulnerable to significant shifts in enrollment. Failure to plan and evaluate program development during periods of contraction has the potential of weakening trustee governance--a consequence of serious dimensions. By way of illustrating this point, the Committee notes that periods of growth are often characterized by the colleges' proposing new programs, subject to a review by the State. In times of slow or declining enrollments, the process might be reversed. The State may have to take the initiative to encourage cutting back or in some cases closing out whole programs. In effect, the initiative to encourage program review and analysis is shared between the college and the State. The Committee realizes that the speed of enrollment decline can greatly influence State behavior and recognizes that circumstances may require the State to insist on a period of contraction throughout the

community college system. Institutional planning for program development during periods of contraction is essential not only for educational quality but for maintaining the integrity of trustee governance.

The Committee on the Future favors, within mission requirements, allowing trustee perception of local student demand to guide program contraction policies. Letting the trustee view of student demand determine which programs should be maintained and which programs should be decreased is consistent with the value of local mission. The Committee prefers institutional competition for students based on responding to local needs to the sense of order that is often the consequence of a strong State hand.

Institutional program evaluation must play a central role in the planning progress. In addition to the ongoing programmatic review conducted by the State Board for Community Colleges, the Committee urges each institution to establish an internal program review cycle that would provide information for the planning process. Trustee perception of student demand should be guided, in part, by an understanding of the purpose, content, quality, enrollment trends, and audience of existing programs. Although their value to planning has been emphasized, programmatic reviews should be viewed as an opportunity to evaluate and improve the quality of existing programs. Nevertheless, if institutions are to have effective planning, trustees should possess a clear knowledge of existing programs--a knowledge that might be most reliably provided by a well-designed and uniformly applied program evaluation process.

The Committee supports the conclusion of the Carnegie Council on Policy Studies that ". . . colleges should maintain some reasonable balance among essential programs and not rely on student choice alone" (Carnegie Council on Policy Studies 123). We remember, along with former chancellor emeritus of the California State University system, Glenn Dumke, the calls to abandon teacher education programs during the 1970s when there was an over-abundance of teachers. Fortunately, these programs were not abandoned. Now in the 1980s, when we are beginning to experience a teacher shortage, we do not have to rediscover the resources and programs that will permit us to meet our current teacher shortage (Dumke 268).

Recommendation 42. That community colleges institute an internal programmatic review process that serves the college planning process and serves as an opportunity for the college to improve the quality of existing programs and maintain a comprehensive balance among types of programs.

Accreditation. Accreditation is a uniquely American phenomenon whereby higher education institutions self-organize to "hold themselves to minimal standards and in the process engage in mutual self-help activities" (Dumke 258). Essentially, accrediting agencies are a non-government, voluntary, self-regulatory approach to quality assessment and enhancement. A focus on accreditation can assist the community colleges respond to the future with educational quality.

Maryland community colleges are accredited as institutions at least every ten years by the Middle States Association of Colleges and Schools--one of six regional accrediting associations--and by numerous special accrediting agencies that review specific program offerings by an institution. Since they are public institutions, the

community colleges are certified by representatives of the State Board for Higher Education (Shoemaker 15). Community colleges participate in a program review cycle and an internal self-study that is reviewed by the State Board for Community Colleges.

The Committee on the Future is concerned with the potential loss of purpose when there exists an unorganized pattern of visits by a plethora of special accrediting agencies. The efforts to respond to so many uncoordinated visits and requirements tend to scatter the focus and resources of the institution. The impact on program and institutional quality would be greatest if the review efforts of all special accrediting groups could be scheduled to coincide with the institutional accrediting activities.

The Committee views institutional accreditation as an important opportunity for trustee leadership. Trustees can actively influence the institution's attitude about the accrediting process. Trustees are encouraged to become thoroughly informed about the preparation for the self-study, to review the self-study, to review the report of the visiting team and the commission's final report and understand the use of these documents in institutional planning. Other ways a trustee might create a positive attitude is to review and carefully consider any recommendation for improving standards or encourage college employees to become members of other visiting teams (Millard 6).

Trustees should work to improve understanding of the value and nature of accreditation both within and outside the academic community. The impact of accreditation is lessened as a principle means of attesting to and encouraging institutional integrity and quality if institutional participants and the interested public fail to understand its value.

Recommendation 43. That the State Board for Community Colleges assist each institution and appropriate accrediting agencies in recommending a calendar of complementary time schedules for all accrediting activities.

Recommendation 44. That community college trustees set the example of support for accreditation in their institution and that they take the necessary steps to improve institutional and local understanding of the purpose and value of accreditation.

(2) Strengthening the State Board for Community Colleges

The question of how governance can enhance the quality of community college education has been the primary focus of this chapter. The Committee has argued that institutional trustees and the State Board for Community Colleges have a joint responsibility for quality and that both governance bodies should be strengthened in order to meet their responsibilities for quality. In addition, the Committee is concerned with identifying the proper relationship between the State Board for Community Colleges and the institutions and with recommending ways of strengthening the State Board so that it can effectively meet its responsibilities to its many constituents.

Coordinating System. The Committee recognizes that some states, such as California, believe that their present form of state governance for education has been

unsuccessful and requires a significant change in structure (California Board of Governors 3). In Maryland evidence clearly demonstrates that the coordinating relationship between the State and the community colleges has been a success and has encouraged the development of a healthy, thriving community college system. The Committee found at regional hearings held throughout the State that the Maryland community college system is strongly supported by the citizenry. Testimony from the regional hearing clearly reaffirmed Wattenbarger's observations that the current strengths of the Maryland system are as follows: (1) possesses a systematic and continuing process for collecting student outcome data; (2) has a notably competent faculty; (3) demonstrates evidence of strong local support; (4) places an emphasis upon access and geographic availability, (5) provides excellent physical facilities; and (6) furnishes diverse and responsive courses of instruction.

Berdahl, in a major study, concludes that the coordinating model of higher education-state relationship has "the greatest potential for success" (241). Millet agrees and argues that the coordinating body is the most effective administrative structure for reconciling state interests and institutional independence (264). The findings of Berdahl and Millet and others are supported by success of the Maryland experience. The Committee reaffirms, therefore, its belief that the coordinating system provides the most flexible, effective governance system available to the community colleges of the State as they attempt to respond to the educational challenges of the future.

Recommendation 45. That a State coordinating governance system continue to characterize the relationship between the State and the individual institutions of the community college system.

State Board for Community Colleges Mission. The Committee on the Future looks to the State Board for Community colleges to continue to serve as a catalyst for quality throughout the Maryland community college system. The mission statement of the State Board for Community Colleges, as stated in the State Plan for Community Colleges in Maryland, June 1985, reflects the leadership role of the State Board for Community Colleges:

> It is the mission of the State Board for Community Colleges to coordinate and provide statewide leadership for a high quality community college system that continues to meet changing State and local needs in an effective and efficient manner. The State Board for Community Colleges goals are achieved when actions of the Board and State, in accordance with statutory responsibilities, serve to enhance college functioning, seek adequate funding, stimulate coordination and planning, and assure public accountability (5).

The Committee on the Future agrees that in order to support its mission to provide leadership for high quality community college education, the State Board for Community Colleges should: (1) make sure that funds are spent prudently and in accordance with State guidelines; (2) make sure that courses offered are within the scope of the mission statement; (3) provide statewide leadership in the refinement of mission, the definition and achievement of quality; (4) provide coordination of college program data and administrative practices to assure quality and effectiveness; (5) provide centralized computer assistance to colleges; (6) be a positive statewide voice for

community colleges; (7) assist the colleges in economic development activities; (8) furnish statewide marketing assistance to colleges; (9) provide leadership in the development of articulation agreements; and (10) furnish indicators of institutional viability to the local colleges.

State Board for Community Colleges Intervention in College Governance. The Committee acknowledges that in carrying out its mission the State Board for Community Colleges may, on occasion, find it necessary to intervene in the governance processes of a community college. Although such an intervention would be inconsistent with the Committee's understanding of a coordinating agency and with the Maryland community college historical experience, the preservation of quality education justifies such a by-exception action. The Committee agrees with Tillery and Wattenbarger, who have studied state-level governance trends in depth and who assert that state intervention in community college operations is seldom reversed. A permanent strengthening of the State Board for Community Colleges at the expense of the institutional trustees is contrary to our thesis that both governance bodies--trustees and State Board for Community Colleges--must be strengthened in order to maintain governance integrity and to encourage the leadership necessary for quality education. Tillery and Wattenbarger go on to say that application of statewide solutions initiated by one college to similar institutions in the state leads to insitutional mediocrity (8-9). The Committee wishes to re-emphasize its belief that the greatest educational benefits flow from a meaningful distribution throughout the systemwide governance process of the responsibility for quality.

The State Board for Community Colleges has developed tools useful for evaluating quality, especially in the areas of finance and management. For example, a management letter is prepared in accordance with the statements of Auditing Standards of the American Institute of Certified Public Accountants. The primary purpose of this report is to improve the financial accounting operations at the community college. In 1985, the Maryland legislature enacted a bill that enables the State Board for Community Colleges to withhold funds from colleges for mismanagement.

The Committee agrees that in order for the State Board for Community Colleges to play its proper role in meeting the challenges of the future, one of the important refinements to the present coordinating system must be to provide an orderly process for the State Board to intervene in college affairs in support of quality. This strengthening of the State Board can be accomplished while retaining the essential coordinating nature of the relationship between the institution and the State. Crucial to this goal is that State Board intervention activities must be the product of a planned, clearly articulated process and not the consequence of crisis management.

No report of the future can anticipate all of the many challenges to quality that may fall within the mission statement of the State Board for Community Colleges. Occasionally a local board may not exercise timely or prudent oversight responsibility for a serious problem at a community college. Possibly an institution might experience a precipitous loss of enrollment. In such circumstances, some mechanism is needed to allow the State Board for Community Colleges to intervene in the community college long enough for the State Board to meet the obligations of its mission statement and then return to a coordinating role.

Clearly, an intervention mechanism must have a number of very definite characteristics. The process should be predictable, that is, independent of any specific

crisis. Given the historical attachment to the local community, the process should encourage local initiative to resolve the problem, but there should be an incentive for all sides to have a successful outcome as quickly as possible. In addition, all affected governance groups should have some input into the solution of the problem. The process should rely on simplicity of design. Finally, the conditions that will warrant the intervention and the circumstances that will occasion the withdrawal of the State Board for Community Colleges from the local community college governance process need to be a clearly stated component of the intervention process.

Recommendation 46. That the State Board for Community colleges ensure community colleges provide a high level of service and are operated efficiently and that the State Board adopt the following intervention process:

- Five circumstances justify State Board for Community Colleges intervention: (1) persistent financial irregularities and mismanagement of the community college as reflected in annual audits and management letters; (2) a serious loss of local public or financial support; (3) a precipitous drop in institutional enrollment; (4) a request by the Governor; and (5) a request by the local board of trustees. When one or more of the five circumstances occur, the following process should be activated.

  - The State Board for Community Colleges will define the problem utilizing an analysis of appropriate data and then request that the local college board of trustees provide a written report that will outline their plan for dealing with the problem. This step may be conducted in a meeting of the State Board and the local board of trustees.

  - The State Board for Community Colleges will respond to the trustees report with a statement of conditions that will resolve the problem and a series of recommendations that are necessary for corrective action to occur. The local trustees should be given an opportunity to respond to the State Board recommendations.

  - The State Board for Community Colleges has six options available: (i) accept the local trustees plan and request periodic progress reports; (ii) seek additional State Board staff analysis of the problem and corresponding recommendations for corrective action; (iii) engage the assistance of responsible local officials in resolving the problem; (iv) request a team visit by trustees and presidents from other Maryland community colleges for the purpose of making corrective action; (v) request that the State Legislative Auditor conduct a study of the problem; and (vi) commission a study of the college by a management consultant.

- The State Board for Community Colleges will communicate its choice(s) of action to the local board of trustees. If action is required of the trustees, the State Board communication will include any deadlines and reporting responsibilities of the local board.

- In the event that the local board of trustees does not take corrective action or explain the reasons for taking alternative actions in a way that is satisfactory to the State Board for Community Colleges, the State Board may exercise any of its legal options including petitioning the Governor to take some specific action, such as replacing the local board, to resolve the problem.

CONCLUSION

Testimony before the Committee on the Future was uniformly in support of the present principle of local governance of community colleges and of the current coordinating role of the State Board for Community Colleges. This strong citizen support reflects the fact that the system as it presently exists is healthy and effective. The Committee concludes that local control with State coordination is a combination that will best serve Maryland community colleges in the decade ahead. The recommendations made in this chapter focus attention on refinements of the system which will enhance quality by strengthening the leadership of both local trustees and the State Board for Community Colleges.

V. FINANCE

The term finance in this report refers to the method of funding public community colleges in Maryland. In its examination of finance, the Committee on the Future has been concerned with identifying funding methodologies that will assure continued enhancement of community colleges in achieving their mission. The Committee has reviewed critically the advantages and disadvantages of the current funding method and has developed and reviewed alternatives. Key to its examination has been development of principles by which funding formulas can be reviewed. Most important among the principles are the formula's effectiveness in promoting educational quality and its effectiveness in permitting the colleges to pursue their individual missions. The Commiteee considered the effects of the existing funding formula on accessibility, comprehensiveness, flexibility, and community-centeredness of the colleges which are the major components of mission. Each concept is defined in the Mission chapter of the report. In addition, consideration has been given to the issue of equity, or assuring comparable quality of community college educational programs to State residents regardless of the wealth of the locale in which they reside.

DESCRIPTION OF CURRENT MARYLAND FUNDING METHOD

Three major revenue sources support nearly all of the operating costs of community colleges under the current funding method in Maryland. These sources are the State government, the local governments, and student tuition and fees.

With regard to higher education funding in general, the State of Maryland ranks 29th in the nation in dollars appropriated per capita provided to all higher education. The State ranks 37th in appropriations to higher education per $1,000 of personal income. In either method of analysis, Maryland provides less than the national median contribution.

State aid is distributed on a per student formula basis on the general principle that the State, local subdivisions, and students contribute a percentage of the cost. The statute sets a goal of a 50-28-22 percent distribution from the State, subdivision, and students, respectively. However, because the State funds a maximum amount per full-time equivalent (FTE) student, that goal is not attained at most colleges. Regional and small, rural colleges are funded under a separate formula that provides a higher State share to help defray fixed costs associated with small colleges and to encourage counties to establish regional colleges. Except for small and regional colleges, the State funding formulas are supplemented with a flat grant per board of trustees and a dollar amount for each part-time student. The flat grant is intended to support part of the institution's fixed operating costs while the part-time monies help provide for costs associated with the rapidly increasing part-time student population. To assist colleges which serve poorer students, the State also pays a fixed rate per Pell Grant recipient. The State also provides funding for retirement and a portion of the Social Security contributions. In addition, the State pays at least 50 percent of the cost of eligible space for community college capital construction.

Because of the various components that enter into the State formula, community colleges receive differing amounts per FTE. Generally smaller institutions and institutions that serve larger numbers of disadvantaged students receive the highest amount per student. State contributions to operating budgets range from $944 at

Catonsville Community College to $1,832 at Garrett Community College per State FTE. (Table 1)

Table 1

DIRECT STATE AID
PER STATE FULL-TIME EQUIVALENT STUDENT
MARYLAND COMMUNITY COLLEGES
FISCAL YEAR 1985

College	Revenue per State FTE	Ranking[1]
Allegany	$1,072.74	7
Anne Arundel	978.93	11
Baltimore	969.46	12
Catonsville	944.48	17
Cecil	1,719.33	3
Charles	1,064.02	8
Chesapeake	1,662.99	4
Dundalk	956.99	15
Essex	948.00	16
Frederick	1,091.57	5
Garrett	1,831.90	1
Hagerstown	1,082.19	6
Harford	1,023.93	10
Howard	1,047.94	9
Montgomery	964.52	13
Prince George's	962.84	14
Wor-Wic Tech	1,719.92	2
Statewide Average	$1,018.69	

[1] Ranking is from highest to lowest.

With regard to local government contributions, each community college negotiates with its local government for the amount the subdivision will provide. By State statute, the local government must provide at least 28 percent of the current expenses except in the case of Cecil Community College, Chesapeake College, and Garrett Community College where the local or regional share required is 32 percent but there is no penalty for not doing so. Throughout the State, local governments provided, on the average, 35 percent of community college revenues in FY 1985.[1] (Table 2) The percent of community college revenues provided by local governments ranged from 21 to 47 percent. Dollars per full-time equivalent student provided by local governments ranged from $683 at Prince George's Community College to $1,372 at Cecil Community College in FY 1985. (Table 3)

[1] When the State contribution to Social Security and retirement is added to State aid, local government contributed 32 percent in FY 1985.

Table 2

CURRENT UNRESTRICTED REVENUES BY SOURCE
MARYLAND COMMUNITY COLLEGES
FISCAL YEAR 1985

College	State Aid Amount	%	Local Aid Amount	%	Student Tuition and Fees Amount	%	Other Amount	%	TOTAL
Allegany	$ 1,871,928	34	$ 1,346,600	25	$ 1,989,849	37	$ 254,333	4	$ 5,462,710
Anne Arundel	5,876,505	32	6,362,730	35	6,075,212	33	-	-	18,314,447
Baltimore	5,803,202	34	6,608,866	39	4,469,336	26	171,772	-	17,053,176
Catonsville	7,340,518	34	8,420,207	39	5,322,365	25	362,568	2	21,445,658
Cecil	1,647,114	44	1,314,000	35	762,636	20	59,613	2	3,783,363
Charles	2,374,891	35	2,089,406	31	2,265,262	33	110,227	2	6,839,786
Chesapeake	1,975,631	49	1,157,653	29	519,304	13	374,274	9	4,026,862
Dundalk	2,899,687	36	3,745,708	47	1,285,131	16	86,790	1	8,017,316
Essex	6,138,291	35	6,955,415	40	4,284,617	24	224,640	1	17,602,963
Frederick	1,893,876	37	1,673,862	33	1,459,785	28	115,057	2	5,142,580
Garrett	914,117	47	652,201	33	311,404	16	70,910	4	1,948,632
Hagerstown	1,906,826	39	1,482,184	30	1,473,627	30	55,319	1	4,917,956
Harford	3,049,276	35	3,198,371	37	2,218,932	26	163,081	2	8,629,660
Howard	2,452,170	32	2,691,100	36	2,242,322	30	163,352	2	7,548,944
Montgomery	10,182,454	26	14,429,308	37	13,703,490	35	1,106,087	2	39,421,339
Prince George's	8,635,692	35	6,127,337	25	9,138,368	37	630,227	3	24,531,624
Wor-Wic Tech	1,145,468	52	460,962	21	515,773	23	77,574	4	2,199,777
TOTAL	$66,107,646		$68,715,910		$58,037,413		$ 4,025,824		$196,886,793
Systemwide Average		34%		35%		29%		2%	

NOTE: This table does not include the employer share of Social Security or retirement paid by the State; Table 6 provides this information.

SOURCE: SBCC-CC-4

Table 3

LOCAL CONTRIBUTION
PER STATE FULL-TIME EQUIVALENT STUDENT
MARYLAND COMMUNITY COLLEGES
FISCAL YEAR 1985

College	Revenue per State FTE	Ranking[a]
Allegany	$ 771.69	15
Anne Arundel	1,059.93	10
Baltimore	1,104.05	6
Catonsville	1,083.40	7
Cecil	1,371.61	1
Charles	936.11	13
Chesapeake	974.46	11
Dundalk	1,236.21	4
Essex	1,074.20	8
Frederick	964.76	12
Garrett	1,307.02	3
Hagerstown	841.19	14
Harford	1,074.00	9
Howard	1,150.04	5
Montgomery	1,366.80	2
Prince George's	683.17	17
Wor-Wic Tech	692.14	16
Statewide Average	$1,058.88	

[a] Ranking is from highest to lowest.

Tuition and fee rates are established by local boards of trustees. State statute requires that local boards "charge reasonable tuition and fees . . . with a view to making college education available to all at low cost." Guidelines contained in State statute suggest that at least 22 percent of the operating expenses at most Maryland community colleges are to come from tuition and fees. Students at Cecil, Chesapeake, and Garrett are to pay 13 percent of the operating revenues while students at Wor-Wic Tech are to pay 17 percent according to State guidelines. In FY 1985, 29 percent of the colleges' revenues were provided by tuition and fees on the average.[1] The percentage of revenues provided by tuition and fees ranges from 13 percent at Chesapeake College to 37 percent at both Allegany and Prince George's Community Colleges. (Table 2)

Tuition and fee rates for students attending Maryland community colleges are among the highest in the nation, while average costs per student are among the lowest.

[1] When the State contribution to Social Security and retirement is added to State aid, tuition and fees contributed 27 percent of the FY 1985 operating revenues.

In FY 1985, average annual community college tuitions nationally were $600 per full-time student. In Maryland, the average annual tuition for in-county full-time students was $751. Community college tuition and fee rates vary widely within the State of Maryland. In Fall 1985, in-county rates varied by as much as 52 percent among institutions. (Table 4)

Table 5 details the rate of growth in annual tuition in Maryland community colleges since FY 1982. Rates of growth have varied from 9 percent at Chesapeake College to 86 percent at Garrett Community College. The average rate of increase is 40 percent. The Higher Education Price Index (HEPI) is estimated to increase approximately 26 percent from June 1982 to June 1986. All but three community colleges will have rate increases greater than the HEPI growth rate.

Table 5

ANNUAL TUITION
MARYLAND COMMUNITY COLLEGES
FISCAL YEARS 1982 - 1986

College	Fiscal Year 1982	1983	1984[1]	1985[1]	1986[1]	Percent Change FY 1982 - FY 1986
Allegany	$ 590	$ 656	$ 700	$ 762	$ 810	37%
Anne Arundel	690	780	780	840	840	22
Baltimore	600	600	690	750	810	35
Catonsville	550	604	634	724	792	44
Cecil	480	510	540	630	690	44
Charles	600	750	840	840	840	40
Chesapeake	440	440	440	480	480	9
Dundalk	550	604	634	724	792	44
Essex	550	604	634	724	792	44
Frederick	528	528	600	750	840	59
Garrett	420	480	660	720	780	86
Hagerstown	576	630	736	736	780	35
Harford	570	660	690	720	780	37
Howard	650	728	784	840	896	38
Montgomery	810	870	900	990	1,050	30
Prince George's	660	660	825	900	990	50
Wor-Wic Tech	570	570	630	660	690	21

[1] Based on 15 credit hours per semester.

Contained in Table 6 is a composite of all three major revenue components. It summarizes the percentage of community college revenues provided by State government, local governments, and student tuition and fees in fiscal years 1978 and 1985. During that time period, the percentage of revenues provided by the State government has declined from 44.2 percent to 40.1 percent while the percentage provided by local government and tuition and fees has increased. The decline in direct State aid to the

Table 4

TUITION PER 15-WEEK TERM
MARYLAND COMMUNITY COLLEGES
FISCAL YEAR 1986

College	Service Area	Resident of Service Area		Maryland Resident from Outside Service Area		Out-of-State Resident	
		Per Credit Hour	Per Term	Per Credit Hour	Per Term	Per Credit Hour	Per Term
Allegany	Allegany County	$ 32.00[b]		$ 52.00[b]		$ 92.00[b]	
Anne Arundel	Anne Arundel County	27.00[h]	$ 460.00[e]	30.00[h]	$ 692.00[e]	30.00[h]	$1,132.00[e]
Baltimore	Baltimore City	28.00[f]		56.00[f]		112.00[f]	
Catonsville }		27.00	405.00[a]	54.00	810.00[a]	81.00	1,215.00[a]
Dundalk }	Baltimore County	28.00[b]		51.00[b]		103.00[b]	
Essex }		22.00[i]		35.00[i]		61.00[i]	
Cecil	Cecil County	23.00[c]		46.00[c]		92.00[c]	
Charles	Charles, St. Mary's and Calvert Counties	28.00[c]		56.00[c]		84.00[c]	
Chesapeake	Caroline, Dorchester, Kent, Queen Anne's, and Talbot Counties	23.00	240.00	46.00	480.00	82.00	1,420.00
Frederick	Frederick County	28.00[c]		56.00[c]		112.00[c]	
Garrett	Garrett County	26.00[f]		46.00[f]		98.00[c]	
Hagerstown	Washington County	26.00[d]	416.00[d]	50.00	800.00[d]	75.00	1,200.00[d]
Harford	Harford County	26.00[c]		60.00[c]		103.00[c]	
Howard	Howard County	32.00	448.00[g]	64.00	896.00[g]	128.00[c]	
Montgomery	Montgomery County	35.00	525.00[e]	66.00	990.00[e]	90.00	1,350.00[e]
Prince George's	Prince George's County	33.00[c]		78.00[c]		135.00[c]	
Wor-Wic Tech	Worcester and Wicomico Counties	23.00[c]		53.00[c]		108.00[c]	

NOTE: Excluded above are numerous fees the community colleges charge in addition to tuition.

a Rate for 15 or more credit hours.
b Rate for 1 through 11 credit hours.
c A flat per credit hour rate prevails.
d Rate for 1 through 16 credit hours; no charge for credit hours beyond 15.
e Maximum rate.
f Rate for 1 through 15 credit hours; no charge for credit hours beyond 15.
g Rate for 14 or more credit hours.
h Rate for 12 through 15 credit hours; no charge for credit hours beyond 16.
i Rate for over 11 credit hours.

colleges is greater than that noted above because the State's contribution to Social Security and retirement programs actually increased in percentage. Direct State aid declined from 37.8 percent to 30.3 percent during this period.

Table 6

FUNDING BY SOURCE
MARYLAND COMMUNITY COLLEGES
FISCAL YEARS 1978 AND 1985

	Fiscal Year 1978		Fiscal Year 1985	
	Amount	Percent	Amount	Percent
Student Share	$ 30,214,251	25.9	$ 58,037,413	26.6
Local Share	32,935,597	28.3	68,715,910	31.5
State Share:				
State Aid	44,126,645	37.8	66,107,646	30.3
Social Security/ Retirement[1]	7,446,485	6.4	21,344,330	9.8
Total State Share	51,573,130	44.2	87,451,976	40.1
Other	1,900,500	1.6	4,025,824	1.8
Total	$116,623,478	100.0	$218,231,123	100.0

1 The State pays the employer's share of certain fringe benefit costs for community college employees. The Teachers' Retirement costs for FY 1978 are an estimate.

Table 7 presents the same information in a different format. Data in this table indicate that the growth in State aid rate per FTE has been much slower than the growth in local contribution and tuition and fees over the eight-year period. Growth in State aid per FTE also has fallen far short of inflation while growth in student tuition has kept pace with inflation. Local contribution per FTE has grown somewhat faster than the inflation rate, and Social Security and retirement contributions have grown much faster than the inflation rate.

Other sources of support (federal grants, investment income, among others) comprise relatively small proportions of community college budgets. It should be noted that part of the tuition support that comes to community colleges comes through the federal, State, and private financial aid dollars that support community colleges. In FY 1984, over $32 million in financial aid was received by Maryland community college students, primarily from Pell Grants and Guaranteed Student Loans. Part of these financial aid funds are used by students to pay tuition and fee costs of community college attendance, thereby having a significant impact on community college resources.

After reviewing information about community college funding methods, hearing testimony about the Maryland system, and discussing funding among its members, the

Committee identified several problems that need to be addressed to assure a healthy future for Maryland's community colleges. Developing a funding method that promotes high quality and facilitates the accomplishment of community college mission and assuring an adequate level of funding are the key finance issues identified.

Table 7

GROWTH IN FUNDING
MARYLAND COMMUNITY COLLEGES
FISCAL YEARS 1978 AND 1985

	Fiscal Year 1978		Fiscal Year 1985		Percent Change in Amount per FTE FY 1978 - FY 1985
	Total	per FTE	Total	per FTE	
Student Share	$30,214,251	$ 555	$58,037,413	$ 894	61%
Local Share	32,935,597	605	68,175,910	1,059	75
State Share:					
State Aid	44,126,645	811	66,107,646	1,018	25
Social Security/ Retirement[1]	7,446,485	137	21,344,330	329	140
Total State Share	51,573,130	948	87,451,976	1,348	42
CPI	188		305		62%

[1] The State pays the employer's share with certain fringe benefit costs for community college employees. The Teachers' Retirement costs for FY 1978 are an estimate.

Several factors in the current formula make its ability to promote quality questionable. The first of these factors is the strongly enrollment-based nature of the State's formula. Approximately 95 percent of direct State aid funding comes from enrollment based funding. Student tuition is also a directly enrollment-based contribution. Only local contribution is not directly tied to enrollment, although in many local jurisdictions, consideration is given to projected enrollment levels in providing local support. Thus, on the average, 61 percent of the colleges' direct funding is enrollment sensitive. (Table 8) On the other hand, studies at both Allegany Community College and Montgomery College suggest that only 20 to 25 percent of the colleges' costs are sensitive to enrollment.

In another study entitled "The Cost Structure of Higher Education: Implications for Governmental Policy in Steady State," Edward H. Lyell found that at the University of Colorado at Boulder, 36 percent of costs were sensitive to enrollment. Thus, 64 percent of its costs were fixed. While the variable cost percentage here is greater than at the two community colleges, all three studies show that fixed costs are at least

Table 8

MARYLAND COMMUNITY COLLEGE FUNDING NEEDS
RELATED TO SUPPORT FOR STATE COLLEGES AND UNIVERSITIES [1]
FISCAL YEARS 1976 - 1983

	FY 1976	FY 1977	FY 1978	FY 1979	FY 1980	FY 1981	FY 1982	FY 1983	Percent Change FY 1976 - FY 1983
State funds per FTE State colleges and universities	$ 1,481	$ 1,533	$ 1,597	$ 1,722	$ 1,977	$ 2,167	$ 2,238	$ 2,360	59%
State funds per FTE community colleges if increased at same rate	$ 742	$ 768	$ 800	$ 863	$ 991	$ 1,086	$ 1,121	$ 1,183	
Community college State funds per FTE actual shortfall	$ 742	$ 733	$ 824	$ 818	$ 836	$ 871	$ 988	$ 969	31%
Community college FTE (State)	52,634	53,794	54,430	52,849	55,100	56,832	60,735	64,054	
Community college shortfall		$ 1,882,790	($ 1,306,320)	$ 2,378,205	$ 8,542,050	$12,218,880	$ 8,077,755	$13,707,556	

CUMULATIVE COMMUNITY COLLEGE SHORTFALL FY 1977 - FY 1983 = $45,500,916

[1] State colleges and universities governed by the Board of Trustees of the State Universities and Colleges.

64 percent of total costs. This is considerably greater than the 39 percent of revenue which is relatively fixed given the current Maryland funding formula. (Graph 6)

A possible effect of the enrollment-based funding formula is to focus college attention on maximizing enrollment and to divert attention away from the goal that should be the colleges' major concern--providing high-quality education within an open admissions format. This is particularly true during periods of enrollment stability or decline when revenues are declining more precipitously than costs. Rather than focusing attention on educating students well, the formula focuses attention on recruiting more students in areas that may or may not be consistent with the colleges' mission. While it is not generally believed that the Maryland community colleges have lost their commitment to quality, prolonged periods of enrollment stability or decline combined with enrollment-based funding could lead to this result.

A second factor affecting the ability of the current formula to promote quality is its average rather than marginal cost basis. In periods of enrollment growth, the average cost of adding a student is higher than marginal cost, making average cost funding advantageous. Quality improvement is permitted by the fact that revenues are growing at an average cost level while expenses are growing at a marginal cost level. In enrollment decline, the opposite is true. Revenue decreases at an average cost level while expenses decrease only at a marginal cost level. This results in real program and quality reductions to keep budgets in balance as required by Maryland law. Addressing the identified need for adequate general education, honors programs, developmental education, interdisciplinary programs, second year course offerings, faculty development, and program evaluations is exceedingly difficult with an enrollment-based (average cost) funding formula and stable or declining enrollment. Therefore, even if the State were funding 50 percent of the average operating costs as the law suggests, enrollment based, average cost funding is unlikely to facilitate maintenance or enhancement of quality during the current period of enrollment decline.

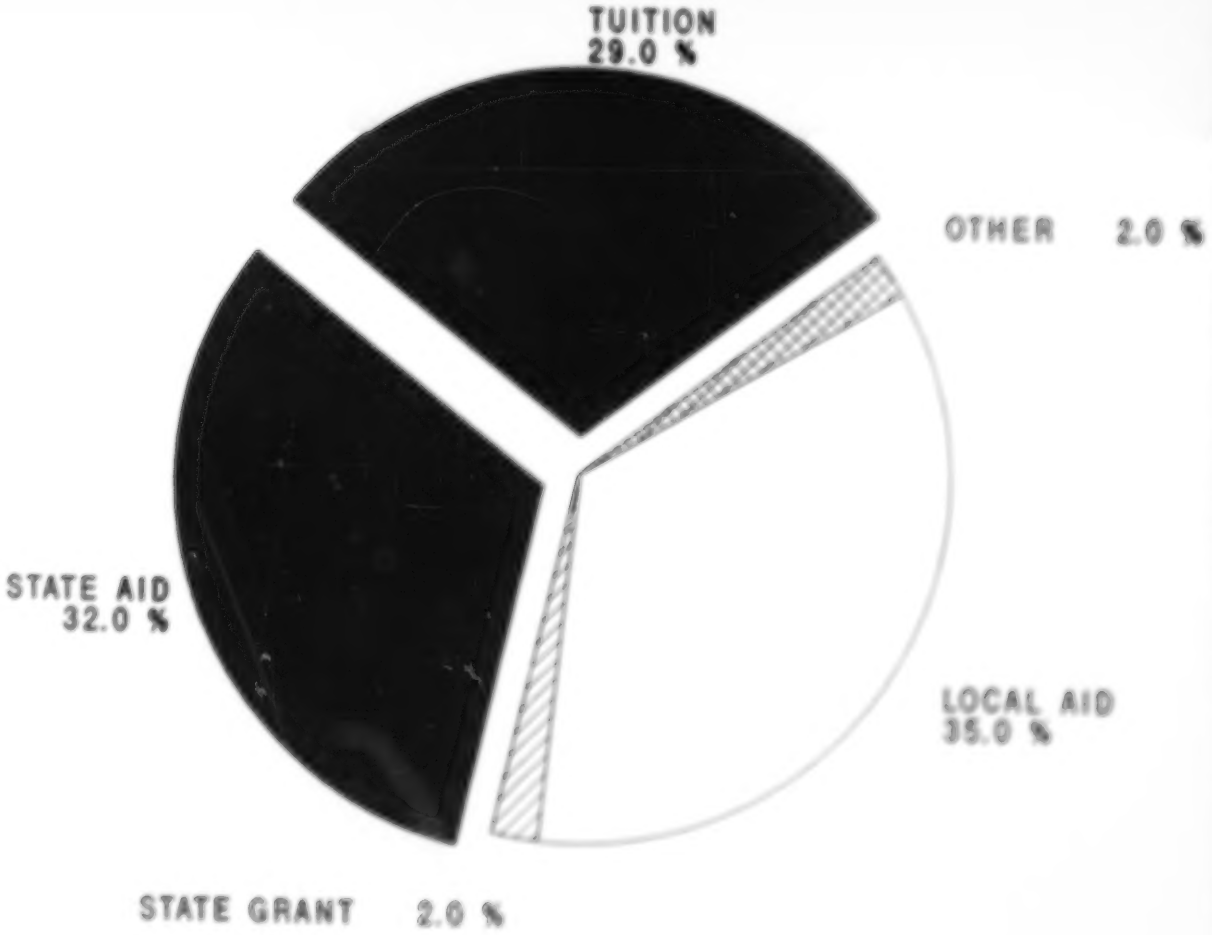
The significance of this problem is confirmed in a study published by the National Center for Higher Education Management Systems. The authors state that expenditures cannot be reduced at the same rate as enrollments without reversing the progress of previous decades. Such a reversal could include reducing quality, eliminating programs, decreasing access, and degrading the economic position of college employees. Maryland's current funding formula for community colleges is likely to have some of these effects given its average cost funding basis (Marginal Costing Techniques in Higher Education, National Center for Higher Education Management Systems 1983, 4).

It should be noted that during much of the period of enrollment growth in Maryland community colleges, inflation rates were high. The effects of inflation combined with infrequent increases in the State funding formula virtually eliminated the benefits of average cost funding to the community colleges during these years. Thus, it has been very difficult to improve quality in Maryland community colleges in recent history.

Federal cutbacks through the Gramm-Rudman Hollings Act will also reduce resources that State and local governments receive from some of the federal programs in which they participate. A reduction in federal support to State and local governments may decrease the ability of these governments to provide aid to community colleges. This is a significant concern that will need to be carefully monitored as the effects of the new federal legislation become more clearly understood.

Graph 6

CURRENT UNRESTRICTED REVENUE BY SOURCE
MARYLAND COMMUNITY COLLEGES



DARK= ENROLLMENT DRIVEN

To evaluate in depth the effectiveness of the existing funding formula in supporting achievement of the community college mission, its contribution to accessibility, comprehensiveness, flexibility, and community-centeredness has been reviewed by the Committee. A summary follows.

A. Accessibility

The fact that State legislative action must be undertaken to change the aid rate for community colleges, among other factors, has resulted in infrequent and relatively small increases in community college State aid when compared to other sectors of higher education. (Table 8) To compensate and keep budgets in balance, the community colleges have been forced to increase their tuitions rather significantly in recent years. The average tuition increase from fiscal year 1982 to 1986 was 40 percent. However, federal and State financial aid program growth has been less and certainly has not compensated for tuition increases. For example, from FY 1981 to FY 1984, total community college student financial aid increased by only 24 percent, from $26,065,504 to $32,241,923.

The financial plight of many low income community college students is even worse than these figures suggest. In a recent study published by the American Council on Education, Robin Wilson noted that "many community college students face costs as high as students at four-year public institutions, but they receive less federal aid." (The Chronicle for Higher Education, April 23, 1986, "Students at Community Colleges Found to Face High Costs but Receive Less Federal Aid than those at 4-Year Colleges") This is because some community college students must pay more for rent, transportation, and child care than four-year students. However, four-year students, who generally live on campus, can include their full living costs when applying for a Pell Grant whereas a commuting community college student cannot do so.

Thus, Maryland community colleges have been and are becoming less accessible to many of those populations they were created to serve. Continuation of the current State funding method will not act to alleviate this problem.

In addition, providing access effectively is a costly undertaking. Access implies providing services that will aid students with skill deficiencies to overcome those deficiencies and thereby enable them to complete college-level courses. The slow growth in State support has not enhanced colleges' abilities to provide the necessary services.

B. Comprehensiveness

One frequently cited criticism of unit rate funding is that it provides incentives to institutions to offer low cost programs and avoid high cost ones. If community colleges are to continue to play a role in the economic development of the State, they must offer training programs that meet employer needs. However, much of the training demanded by employers is technical in nature, requiring specialized, high cost equipment. The current funding formula provides no motivation to address these highly specialized employer training needs. Also, it perhaps has motivated community colleges to concentrate on high enrollment programs and community services noncredit courses. It seems likely, then, that program decisions may be increasingly made on the basis of cost rather than need if the current funding pattern remains in existence.

C. Community-Centeredness

Inclusion of a local support requirement in the Maryland funding formula has been effective in assuring that community colleges retain a focal point of meeting local needs. As opposed to several states where local funding has been eliminated or diminished and State funding and control increased, Maryland has retained a strong local base of support in funding its community colleges. This generally has resulted in high degrees of responsiveness to local educational needs. However, the relatively high rates of increase in local contributions that have been necessitated by the small increases in State aid have produced strains on local resources that are causing concern among local officials. With enrollment based funding and stable or declining enrollments, it is unlikely that these concerns of local governments about their increased funding requirements will be resolved with the current formula.

D. Flexibility

Flexibility implies the ability to respond promptly and effectively to changing community needs. The fact that State funding has been awarded by formula rather than by line item allows the community colleges flexibility in the use of funds to support those instructional programs and approaches that they believe are appropriate. Counties appropriate the colleges' budgets by functional category, reducing flexibility somewhat but not by as much as would result from a State line item budget approval process.

On the other hand, slow growth in State aid combined with declining enrollment has diminished the availability of resources necessary to facilitate change. As a result, the current method of funding community colleges probably does not seriously impede flexibility but the level of State resources provided through the method has acted to reduce flexibility.

NATIONAL COMMUNITY COLLEGE FUNDING MODELS

S. V. Martorana of The Pennsylvania State University and James L. Wattenbarger of the University of Florida over an extended period of years have studied the variations in community college finance nationally. From the noted diversity in principle and practice, they conclude that there are four major models for public support of community colleges:

A. Negotiated budget under full state support. Involves budget negotiations, sometimes on a line-item basis, after the state provides all funds, other than student revenues and special funds. No local contribution is required.

B. Unit-rate formulas based on output measurements. Provides a flat rate of support based on units of production, such as credit hours divided by FTE enrollment. Different rates for instructional categories are sometimes used. (Maryland is in this category.)

C. Minimum foundation funding or a state-guaranteed minimum level of support. Provides comparable revenues to colleges irrespective of local wealth or a subdivision's ability to pay. States contribute the difference between what local taxes will raise and the cost of a minimum college program.

D. Cost-based program funding based on actual program costs. Based on determination of actual program costs. This plan is usually found in states providing all or most of the public support for colleges.

PRINCIPLES FOR EVALUATING FUNDING METHODS

Several individuals and organizations have reviewed community college funding methods and have recommended principles by which these methods should be guided. The Kentucky Council on Higher Education recommended the formula be relatively simple but capable of reflecting differing institutional needs; recognizing differing missions, sizes, locations, and programs of institutions; providing management incentives instead of disincentives; including a mechanism for making special requests; and buffering against enrollment fluctuations.

In their evaluation of methods of financing community colleges at the State level, Martorana and Wattenbarger identified the following "guiding principles" for funding:

A. Costs to the students should be as low as possible.

B. The community should have a voice in funding decisions.

C. Program offerings should be supported in a balanced fashion.

D. Individualized instruction and student counseling should be supported.

E. Fiscal mechanics should be as simple as possible.

F. Equity of opportunity for community college education should be available to all citizens regardless of the locality in which they reside.

G. Fiscal procedures should establish a basis for long-range planning as well as meeting immediate needs.

H. Procedures should include accountability measures to state and local governments and the public at large.

After reviewing these conclusions and statewide testimony, the Committee on the Future developed a set of principles to consider in designing an operating budget funding mechanism for Maryland. The formula should:

A. Promote quality and achievement of community college mission.

B. Be simple and manageable. The funding method should be relatively easy for people to understand if it is to be widely accepted. Administrative costs should be kept to a minimum for the college and the State.

C. Maintain the governance structure. The balance of State coordination and local governance should not be damaged.

D. Provide for equity. Equity of opportunity for community college education should be available to all citizens regardless of the locality in which they reside. A formula should recognize differences in the ability of subdivisions

to fund community colleges as well as the college's level of service to economically disadvantaged students. At the same time, a minimum level of local funding should be required to assure local commitment to the college.

E. Recognize economies of scale. The funding mechanism should provide smaller colleges adequate money for fixed costs, which are a higher proportion of the total operating costs for smaller colleges.

F. Generate broad general acceptance. The funding approach should have wide support from the colleges and the counties to have any chance of support from the Governor and General Assembly.

G. Maintain access by assuring reasonable tuition and fees. The approach should assure tuition levels that do not unnecessarily restrict access and should motivate less variability in rates among the Maryland community colleges.

FUNDING PROPOSAL - OPERATING BUDGET STATE AID FUNDING FORMULA

In order for Maryland community colleges to provide high quality education and meet their respective missions in the next ten years, the colleges need a different State aid funding formula than the highly enrollment sensitive one currently in use. The formula should be less sensitive to swings in enrollment, adjusted annually for increasing costs, permit the offering of some high-cost vocational programs, maintain the existing governance structure, provide all residents regardless of place of residence the opportunity to receive a quality education, be simple to manage, recognize economies of scale, maintain access by assuring reasonable tuition and fees, and be widely accepted. Therefore, the Committee is proposing a funding formula which will attempt to address these objectives.

The proposed formula has only three components--a flat grant, an amount per FTE, and an adjustment to the flat grant to provide supplemental funding to subdivisions with comparatively low local wealth which serve large numbers of low income students. Table 9 presents the funding for each institution based on the proposed formula and a $10 million increase in State funding as proposed in Recommendation 49, which is presented and justified later in this report.

Recommendation 47. That State legislation be enacted to provide a new funding formula for community colleges which implements the model shown in Table 9.

Approximately 58 percent of the funds are allocated via a flat grant. The flat grant for the initial year of the formula was derived by multiplying a community college's anticipated FY 1987 funding via the current formula by a percentage. This percentage represents the percentage of State funds for a community college that is provided to cover fixed costs. As was noted previously, two-thirds and perhaps as much as 80 percent of college costs are relatively fixed, that is, not enrollment sensitive. Specifically, the formula applies flat grant percentages to the various ranges of State FTE enrollments: 0-1,400 FTEs at 75 percent; 1,401-1,999 FTEs at 65 percent; 2,000-2,499 FTEs at 63 percent; 2,500-4,999 FTEs at 61 percent; 5,000-6,499 FTEs at

Table 9

PROPOSED FISCAL YEAR 1988 STATE AID
$10 MILLION FUNDING LEVEL INCREASE
MARYLAND COMMUNITY COLLEGES

College	Flat Grant	FY 1986 State FTE	Amount per FTE	State Aid Based on FTE	Proposed Formula State Aid for FY 1988	Current Formula State Aid for FY 1987	Percent Change from Current Formula for FY 1987
Allegany	$ 1,635,851	1,637	$ 535	$ 875,795	$ 2,511,646	$ 2,167,264	16%
Anne Arundel	4,284,000	6,161	535	3,296,135	7,580,135	6,432,433	18
Baltimore City	4,771,498	5,890	535	3,151,150	7,922,648	6,716,636	18
Baltimore County	10,966,328	17,497	535	9,360,895	20,327,223	17,962,863	13
Cecil	1,547,413	961	535	514,135	2,061,548	1,810,475	14
Charles	1,845,672	2,183	535	1,167,905	3,013,577	2,639,314	14
Chesapeake	1,859,056	1,217	535	651,095	2,510,151	2,233,100	12
Frederick	1,528,207	1,691	535	904,685	2,432,892	2,118,097	15
Garrett	807,012	493	535	263,755	1,070,767	944,205	13
Hagerstown	1,592,857	1,828	535	977,980	2,570,837	2,141,800	20
Harford	2,282,640	2,967	535	1,587,345	3,869,985	3,371,200	15
Howard	1,906,463	2,349	535	1,256,715	3,163,178	2,726,245	16
Montgomery	6,833,534	10,252	535	5,484,820	12,318,354	11,193,340	10
Prince George's	5,807,629	8,693	535	4,650,755	10,458,384	9,512,905	10
Wor-Wic Tech	1,053,570	713	535	381,455	1,435,025	1,265,550	13
TOTAL	$48,721,730	64,532		$34,524,620	$83,246,350	$73,235,427	14%

NOTE: State aid is based on FTE enrollment two years prior to payment. FY 1986 State FTE are audited numbers.

60 percent; and 6,500+ FTEs at 55 percent. Table 9 reflects the formula adjusted to include the $10 million.

The proposed flat grant would provide from 55-75 percent of the State aid funds with the smallest colleges receiving the highest percentages. A range of flat grant percentages is proposed to recognize the economies of scale of large colleges and to make the formula more widely acceptable.

Paul T. Brinkman and Larry L. Leslie (1986) found in a study that economies of scale do exist among two-year colleges with up to 2,400 FTE. The authors also found that substantive size-related economies are most likely to occur at the lower end of the enrollment range.

The findings by Brinkman and Leslie support the large difference in the flat grant percentages for community colleges with less than 1,400 FTEs and those with 1,401-1,999 FTEs. The findings also support the small difference in flat grant percentages between colleges with 1,401 and 1,999 FTEs with colleges with 2,000-2,499 FTEs. The Committee's modeling results found that small deviations in flat grant percentages were appropriate up to 6,499 FTEs based on the objective of generating State revenue per college under the new formula which is similar to the current formula. Economies of scales for colleges with at least 6,500 FTEs appear to improve at a greater rate than colleges with from 5,000-6,499 FTEs given the fact that a 55 percent flat grant percentage kept revenue under the two formulas similar.

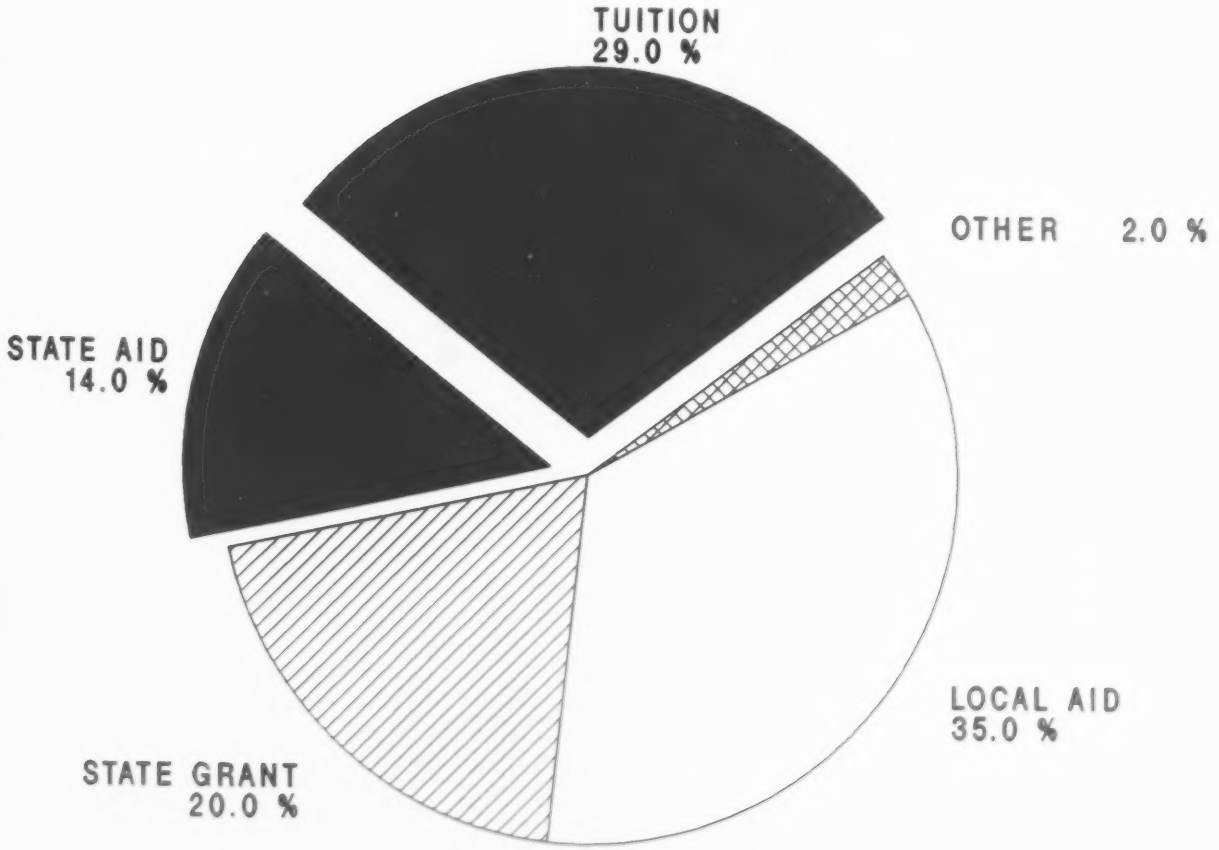
While the proposed formula recommends a flat grant of from 55-75 percent of the State's appropriation to help cover fixed costs, it should be noted that all tuition and fee revenue as well as the FTE based State funds will be sensitive to enrollment variations. On the average, approximately 41 percent of community college revenue will increase or decrease with rising or declining enrollment with the proposed formula. (Graph 7) Thus, a considerably greater percentage of total revenue (41 percent) still will vary with enrollment compared to the rate of variance in expenditures suggested by findings of previously cited research on college costs. Only 20-36 percent of costs was found to vary with enrollments in this research.

The concept of funding fixed costs specifically is not new in the State of Maryland. It is imbedded in the State Board for Higher Education Guidelines model for four-year institutions. The guidelines include amounts for administration, libraries, and square footage that are not enrollment sensitive. The need to fund fixed costs also is recognized in the special funding the State provides to the four small community colleges and the flat grant provided to the other community colleges.

A review of community college costs by functions shows that on the average community colleges spend 48 percent of their funds on non-instructional items, which are fixed costs for the most part. (Graph 8) In addition, many of the expenditures in the instructional function are relatively fixed, at least in the short run. All community colleges must have at least 50 percent of their instruction taught by full-time faculty according to State regulations. At some community colleges, over 60 percent of the instruction is taught by full-time faculty, many of whom have tenure and some of whom have collective bargaining agreements. Any reductions in faculty also must occur in the disciplines that have declining enrollments. These are often the disciplines where a

Graph 7

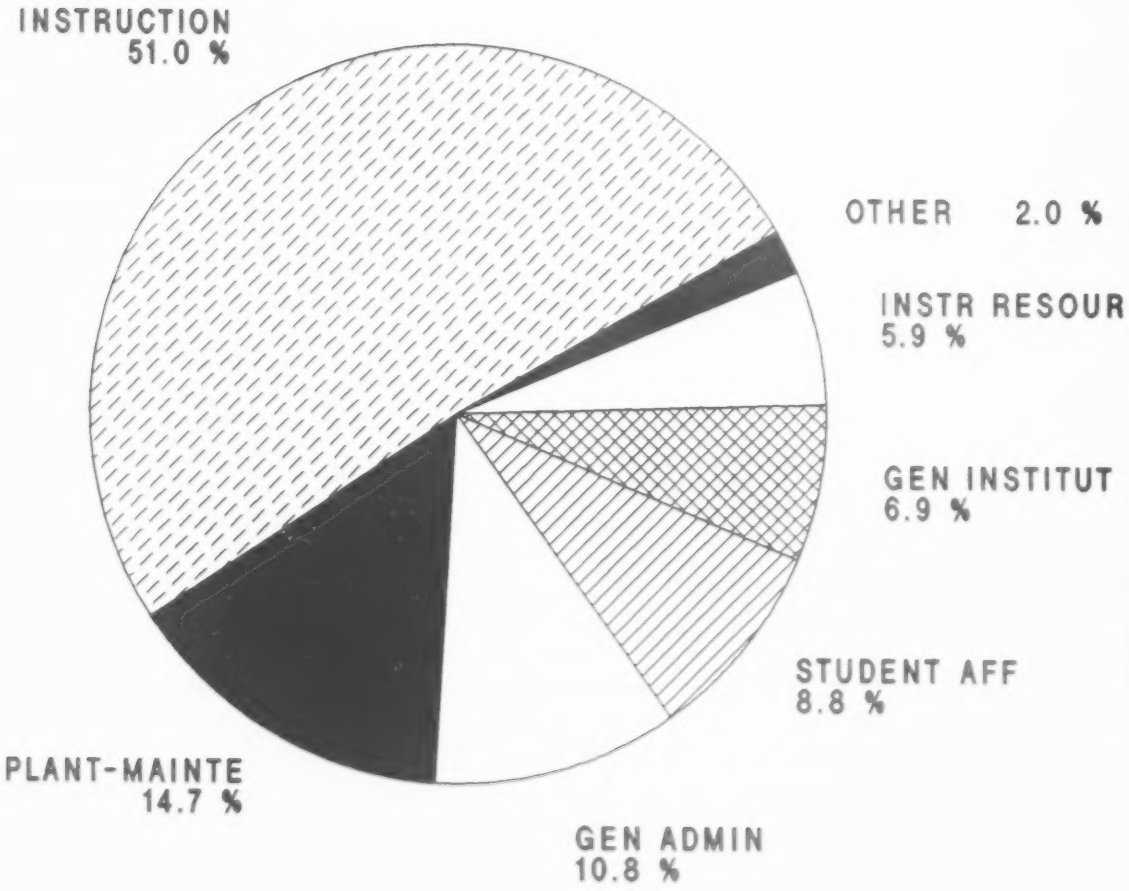
PROPOSED UNRESTRICTED REVENUE BY SOURCE
MARYLAND COMMUNITY COLLEGES



DARK= ENROLLMENT DRIVEN

Graph 8

ADJUSTED CURRENT UNRESTRICTED EXPENDITURES
MARYLAND COMMUNITY COLLEGES
FISCAL YEAR 1985



high percentage of instruction is taught by full-time tenured faculty. Thus, reducing faculty costs often cannot be done by not rehiring part-time faculty.

By providing an increased percentage of funds via a flat grant, the colleges will have the opportunity to plan the uses of their resources more carefully. They will be able to maintain quality and to carry out their respective missions even in situations of enrollment decline. More programs will be offered to meet community and business educational needs instead of just because they are low cost. Institutions will be able to devote more of their energy to academic excellence and less to worrying about "survival".

In recognition that part of a college's costs are enrollment driven, the second component of the proposed formula is an amount per FTE. All colleges will receive the same amount since the need to provide greater State funds to small colleges to cover a greater share of fixed costs is recognized in the flat grant component. The proposed amount per FTE is considerably less than the current rate in recognition of the fact that a majority of a college's costs are fixed, not variable. Thus, to provide funding that more closely follows cost patterns, a greater percentage of funds is provided via a flat grant, while a smaller percentage of funds is provided via an amount per FTE. The flat grant covers much of the fixed costs while the amount per FTE funds additional fixed costs and variable costs.

A formula that provides larger flat grants and a smaller amount per FTE moves the State away from an average cost funding model and toward a marginal cost one. Because colleges have fewer variable costs, they have small marginal cost increases or decreases with the addition or deletion of a few students. By adding a new section because of additional students, the college may only have to hire a part-time faculty member and increase material and supply costs. Conversely, if a section is deleted because of declining enrollment, only these costs may be eliminated.

In the current formula, the great majority of State funds are provided via the amount per FTE. Thus, revenues increase more in times of enrollment growth than do marginal costs. Conversely, revenues decrease more in times of enrollment decline than do marginal costs. The smaller rate per FTE keeps changing revenue more in line with changing costs.

In the proposed formula, the number of FTEs funded in a year will be based on the number generated two years previously. For example, the State would fund 64,895 FTEs in FY 1987 since this is the number of FTEs actually generated in FY 1985. This is consistent with the current funding formula. It permits further advance planning than the funding of the number actually generated in the current year. In periods of declining enrollment, this gives colleges a year to plan for the anticipated revenue decline.

The third component of the formula provides additional funding for the community colleges that have comparatively less local wealth and serve a high proportion of low income students. Both of these conditions are used to determine eligibility because colleges in substantially less affluent subdivisions should serve economically needy students to qualify for the additional funds.

The "wealth" amount was derived from data prepared by the Maryland Department of Fiscal Services. The proportion of low income students being served was

derived by dividing the FY 1987 State funds for Pell Grant recipients (low income students) by the number of State FTEs funded in FY 1987. Each of these factors was ranked in a way that colleges in low wealth subdivisions (less than $12,000 in wealth per capita) who are serving a high proportion of low income students will have high rankings in both categories. Table 10 presents the findings of this analysis.

The findings show that Allegany Community College, the Community College of Baltimore, Cecil Community College, Garrett Community College, and Hagerstown Junior College are each located in comparatively lower wealth subdivisions and serve a high proportion of low income students. The "lower wealth" subdivisions are those with per capital wealth of less than 80 percent of the statewide average. The subdivisions, which are deemed to be serving a high proportion of low income students, are those which are ranked from 10 to 15 in the Pell Grant/FTE column in Table 10 (highest 40 percent).

In order to provide supplemental funding for these colleges, their flat grant percentages have been increased from 2 to 4 percent. The percentage is varied based on relative wealth. The lower the wealth, the higher the percentage. (Table 11) The Committee further believes that local subdivisions not only should maintain their effort but provide increased effort to receive supplemental funds. Equity adjustments would not be funded unless an eligible community college received at least the minimum level of local support required under the law, and the total local dollars appropriated to the college remains the same as or is higher than the amount provided in the previous year. Data for two and three years previously would be used to determine eligibility. For example, a comparison of the FY 1985 to FY 1984 local contributions would be used to determine eligibility for FY 1987 funds.

Even in cases of localities where supplemental funding is not merited, the Committee strongly encourages those local governments that provide funding at a rate less than the State minimum guideline to increase their contributions to achieve this guideline, and, where possible, local subdivisions should make efforts to go beyond this minimum and achieve the statewide average of 35 percent.

In order for the community colleges to provide high quality education and carry out their missions in years after the new formula is implemented, automatic annual increases in the amounts need to be built into the formula. The annual increases should be to the flat grant dollar amount and the rate per FTE. The percentage increase should be equal to or greater than the average rate provided to the State's four-year colleges and universities for the forthcoming budget year, or be tied to the rate of increase in the CPI or State employee salary adjustments, or a combination of these.

The present formula does not provide for an automatic annual adjustment. This has been a disadvantage for the community colleges as evidenced by the fact that community college funding per FTE increased only 31 percent between FY 1976 and FY 1983, as compared to a 51 percent increase for the four-year colleges and universities. In order to maintan and improve quality in the future, the community colleges need increases similar tothose at the four-year institutions.

By increasing State rates anually, community colleges will be more likely to be able to maintain reasonable tuition and fees costs. This will permit greater access to all members of a community. While greater access is certainly desirable and should be maintained, the Committee also believes that students should continue to pay a fair and

Table 10

A COMPARISON OF THE WEALTH OF MARYLAND LOCAL SUBDIVISIONS
TO THE STATE AID ALLOCATION FOR PELL GRANT RECIPIENTS
MARYLAND COMMUNITY COLLEGES

College	Local Subdivision(s) Providing Support	Per Capita Wealth (1985) in Supporting Subdivision(s)	Total State Credit FTE FY 1985	Pell Grant (FY 1985 - $115/Recipient) Recipients	Pell Grant (FY 1985 - $115/Recipient) Allocation	Pell Grant Amount per State FTE	Ranking of Wealth and Pell Grant Amount per FTE: Wealth[1]	Ranking of Wealth and Pell Grant Amount per FTE: Pell Grant/FTE[2]
Allegany	Allegany County	$11,911	1,420	810	$ 93,150	$65.60	14	14
Anne Arundel	Anne Arundel County	17,081	4,541	483	55,545	12.23	5	1
Baltimore City	Baltimore City	10,147	4,796	3,564	409,860	85.46	15	15
Baltimore County[3] Catonsville Dundalk Essex	Baltimore County	18,404	11,339	2,579	296,585	26.16	4	9
Cecil	Cecil County	12,784	641	207	23,805	37.14	13	11
Charles[4]	Charles County	16,638	1,920	240	27,600	14.38	6	2
Chesapeake	Caroline, Dorchester, Kent Queen Anne's, and Talbot Counties	16,150	823	152	17,480	21.24	9	6
Frederick	Frederick County	16,196	1,533	199	22,885	14.93	8	3
Garrett	Garrett County	13,457	276	118	13,570	49.17	11	12
Hagerstown	Washington County	13,345	1,268	302	34,730	27.39	12	10
Harford	Harford County	14,685	1,918	392	45,080	23.50	10	7
Howard	Howard County	22,407	1,693	265	30,475	18.00	2	4
Montgomery	Montgomery County	27,470	9,954	1,770	203,550	20.45	1	5
Prince George's	Prince George's County	16,312	7,041	1,471	169,165	24.03	7	8
Wor-Wic Tech	Wicomico and Worcester Counties	19,182	393	204	23,460	59.69	3	13
STATEWIDE		$17,280	49,556	12,756	$1,466,940	$29.60		

[1] Ranked from highest to lowest.
[2] Ranked from lowest to highest.
[3] Excludes Carroll County support.
[4] Excludes Calvert and St. Mary's Counties support.

Sources:

Department of Fiscal Services - Wealth is a function of real property component, public utility operating property, personal property base, and net taxable income.

Department of State Planning - Populations Projections, September 1985.

Table 11

COMMUNITY COLLEGES ELIGIBLE FOR FLAT GRANT WEALTH SUPPLEMENTAL ADJUSTMENT

Per Capita Wealth (1985) in Supporting Subdivision(s)	Amount of Increase in Flat Grant Percentage	Community Colleges Affected
Less than $11,232 [a]	6%	Baltimore City
$11,232 - $12,096 [b]	3	Allegany
$12,097 - $13,823 [c]	2	Cecil, Garrett, Hagerstown
$13,824 and above [d]	0	All other colleges

a Less than 65 percent of the statewide average wealth.

b Between 65 and 70 percent of the statewide average wealth.

c Between 70 and 80 percent of the statewide average wealth.

d Eighty percent of the statewide average wealth.

NOTE: To be eligible for additional funds in the flat grant, a community college must have local wealth of less than $13,824 and be ranked from 10-15 in the ranking of Pell Grant amounts per credit State FTE (Table 10).

reasonable percentage of the costs through tuition and fees. This means that each college should continue to establish tuition rates that assure that the percentage of college revenues derived from tuition and fees is comparable to the percent suggested by current State guidelines. In addition, it is desirable that the wide disparity in tuition rates among community colleges in the State be reduced where possible.

Recommendation 48. That State legislation be enacted to provide for an annual adjustment in all parts of the State funding formula. Possible methods for achieving this include such indexing factors as the Consumer Price Index, the Higher Education Price Index, increased rate for State colleges and universities, State employee salary increases, and community college operating costs, subject to a reasonable maximum percentage.

In the next decade, it is possible that the size of some community colleges may change considerably or the relative wealth of a subdivision and/or the proportion of needy students served will change. Thus, every three to five years the State should evaluate the need for modification of the flat grant percentage and, thereby, the flat grant amount for each community college. The flat grant would be recalculated by using the most recent year as the basis. The total dollars appropriated and the existing flat grant percentage and amount would be used in the recalculation. If a recalculation results in a change in the flat grant amount of over $100,000, the change should be phased in over three fiscal years. The annual adjustment would be applied to the revised dollar amounts.

The wealth equalization eligiblity of a college would be recalculated at this time as part of the flat grant recalculation.

A summary of the components of the proposed funding model are:

A. Sizable flat grants in recognition of the large proportion of costs that are fixed.

B. Flat grant percentages ranged by size of institution because of economies of scale.

C. A dollar amount per FTE in recognition of variable costs.

D. Full-time equivalent funding based on enrollment two years previous.

E. Special supplemental funding for subdivisions with low local wealth that serve large numbers of low income students.

F. Annual formula increases tied to an appropriate index.

G. Evaluation of each institution's flat grant percentage and supplemental adjustment every five years.

The proposed new formula will meet, to some extent, all of the desired criteria of a funding system. Colleges will be able to better carry out their missions by maintaining accessibility, preserving flexibility to offer programs and courses to meet changing educational needs, providing comprehensive programs, and serving their

individual communities well. Quality education will be preserved and more likely enhanced. The formula maintains the existing governance structure, buffers enrollment decline, is simple and manageable, provides supplemental funds, recognizes economies of scale, and permits the maintenance of reasonable tuition and fees. Hopefully, because of all these strengths, it will generate broad general acceptance.

ADDITIONAL OPERATING BUDGET FUNDING

From the outset, the State has shared with the local political subdivisions the responsibility of funding community colleges. This State-local partnership is unique in higher education to the community college system and distinguishes these institutions from all other Maryland colleges and universities.

State support began as a system of flat grants to each community college. However, since 1949 State aid has been distributed on a per-student formula basis. While the formula has been adjusted over the ensuing years, increases have lagged behind growing costs. As noted earlier, the past seven years have seen a decline in the State share of support for community colleges. (Table 6)

As long as colleges were rapidly expanding, costs for new equipment, experimental programs, and other innovations could be absorbed to some extent even with the high inflation of the late 1970s. However, with stable enrollments, few dollars remain for this kind of enterprise even with low rates of inflation.

In the Trends section, changes in society and the effects of technology on society were described in the context of higher education. It doesn't take a crystal ball to see the changes on the campuses: students are older, more attend part-time, and often they are looking for specific career training. Occupational education has become one of the primary focuses of community college review, with over 49 percent of the student body being enrolled in occupational programs in Fall 1983. Registrations in continuing education currently total 192,000, and many of these courses also are designed to have a specific occupational focus. Many career programs, especially those in the allied health area, require highly trained faculty, small class size mandated by specialized accreditation, a large number of laboratory hours, high equipment costs, and use of clinical sites.

The mission of Maryland community colleges calls for the colleges to provide transfer, career, liberal arts, and continuing and developmental/remedial education. All of these types of education are to be provided at a high level of quality so that community college students will be able to lead more productive lives in society. Three of the four concepts of the mission are comprehensiveness, community-centeredness, and access. The comprehensiveness concept directs the colleges to provide the educational opportunities noted above and to do so for a wide array of courses and curricula in order to meet local educational needs. Associated services are to be provided so that students can learn effectively. The offering of a wide distribution of courses, curricula, and services requires community colleges to be highly productive and to invest in the latest forms of technology to educate students and keep costs from rising even more.

A revolution is taking place in the methods available to promote and assist the learning process. The following devices are currently available for use in a variety of ways to facilitate instruction.

Devices	Instructional Uses
computer	simulation
video cassette recorder	writing
television	computer-assisted instruction
satellites	computer-managed instruction
telecommunications	guidance and counseling
cable television	mathematics problem solving
Videodiscs	data analysis
	electronic mail
	data bases/bibliographic services

The revolution in instructional technology will go on with or without the participation of the higher education establishment. Innovations are making education less dependent on time and place; this changing emphasis is made to order for adults trying to balance education with career and family demands. The question is whether we will take advantage of these innovations to bring educational benefits to our students. Engaging these new instructional technologies is not inexpensive, especially for the start-up costs. However, the use of emerging instructional technology brings the potential for efficiencies not seen in the past 400 years.

Funding also is needed to address the critical shortage of new and updated instructional equipment in Maryland community colleges. The following table shows the instructional equipment need by reason for need; the total amount necessary to improve instruction equipment is above $12 million. (Table 12) (The need for such equipment was documented in a State Board for Community Colleges study.)

Table 12

LABORATORY EQUIPMENT NEEDS
BY REASON FOR NEED
IN MARYLAND COMMUNITY COLLEGES
AS OF SEPTEMBER 30, 1986

Reason for Need	Amount
Replace obsolete equipment	$ 755,596
Replace worn out equipment	1,848,413
Course/program upgrade	4,103,621
New technology	3,562,134
Multiple reasons	1,392,677
Other	636,422
Not listed	12,000
TOTAL	$12,310,863

New equipment is needed in the program areas whose graduates will be working in occupations that have and will be undergoing rapid technological advances. Colleges have identified needs for word processors, computer equipment, diagnostic equipment, tools, scientific laboratory equipment, engineering and mechanical technology laboratories. Investment in this kind of equipment will be necessary to keep the training of the Maryland work force relevant to the needs of the Maryland economy. Modern

technological progress causes early obsolescence of laboratory equipment, and colleges do not have adequate funding to address this problem.

Quality will be enhanced by purchasing new equipment that reflects program changes and new technology or replacing equipment that is obsolete or deteriorated. According to employer follow-up studies conducted by the State Board for Community Colleges and each college, employers rate our graduates lowest on "familiarity with equipment."

In the Mission chapter, quality instruction was described as the principle ingredient of a successful community college. Excellent teaching requires vibrant teachers. To maintain the excellence in teaching community colleges have been noted for, more attention must be given to faculty development. Faculty development includes both updating of skills as well as opportunities for continuing scholarship. Reasonable investments in faculties should enhance the quality of instruction at every college. Faculty development activities are treated as expendable if funds are restricted.

In being a vital economic development resource for Maryland, community colleges have worked cooperatively with a vast spectrum of the State's business and industry community. In FY 1984, over 16,000 registrants enrolled in business and industry courses offered at community colleges. Students came to campuses, college centers, or to one of over 300 business sites for their coursework. With greater resources, the colleges could serve an even larger audience.

The provision of these resources is highly important to the economic outlook in Maryland. As was noted earlier, the fastest growing occupations indicate a need for a community college education which is not too narrowly focused, not a four-year degree. The State must strengthen its community colleges by providing them with the necessary resources to acquire needed equipment to educate students broadly and in the latest technologies.

Additional State funding is also necessary in order to maintain access since local subdivisions and students have been increasing their share of community college budgets while the State's share has been declining. Also, the anticipated loss of financial aid funds will reduce student access even without large tuition increases.

Evidence from three sources suggests that State funding for community colleges in Maryland has not been adequate and needs to be improved. The evidence of this condition comes from declining State share of support, declining State support in relation to public four-year colleges, and a national study of community college operating costs.

The State share of support for the operating expenditures for Maryland community colleges has dropped from 45 percent in FY 1976 to 38 percent in FY 1983. Table 13 shows the amount that the State would have provided to community colleges if the FY 1976 level of support had been maintained over that interval. The shortfall for FY 1983 alone is $11,145,396, and the cumulative total for all seven years is $47,102,136. Among the three sources of community college revenue, State aid has reflected the slowest growth.

As institutions of higher education, community colleges share many of the same characteristics of the public four-year colleges and universities in Maryland. Higher

Table 13

FUNDING NEEDS RELATED TO PREVIOUS STATE SUPPORT
MARYLAND COMMUNITY COLLEGES
FISCAL YEARS 1976 - 1983

	FY 1976	FY 1977	FY 1978	FY 1979	FY 1980	FY 1981	FY 1982	FY 1983
Community college cost per FTE	$ 1,665	$ 1,802	$ 1,903	$ 2,103	$ 2,195	$ 2,353	$ 2,452	$ 2,562
State share of cost per FTE at FY 1976 level	$ 742	$ 804	$ 849	$ 938	$ 979	$ 1,049	$ 1,094	$ 1,143
Actual State share of cost per FTE	$ 742	$ 733	$ 824	$ 818	$ 836	$ 871	$ 988	$ 969
Shortfall per FTE	-	$ 71	$ 25	$ 120	$ 143	$ 178	$ 106	$ 174
Community college State funded FTE	52,634	53,794	54,430	52,849	55,100	56,832	60,735	64,054
Annual community college shortfall		$ 3,819,374	$ 1,360,750	$ 6,341,880	$ 7,880,730	$10,116,096	$ 6,437,910	$11,145,396

CUMULATIVE COMMUNITY COLLEGE SHORTFALL FY 1977 - FY 1983 = $47,102,136

NOTE: FY 1976 percentage of 44.6 percent applied to following years' cost per FTE.

education institutions are labor intensive and require a high proportion of expenditures for salaries and fringe benefits. Much of the cost of operation, for example for learning resources and the physical plant, are fixed costs and do not fluctuate appreciably in relation to student enrollment. Between FY 1976 and FY 1983, State funds for State colleges and universities increased by 59 percent per FTE student. In the same interval, State funds for community colleges increased by 31 percent per FTE. Table 9 shows the amount that the State would have provided to Maryland community colleges if support for community colleges were increased at the same rate as that for State colleges and universities. The shortfall for FY 1983 alone is $13,707,556, and the cumulative total for all years is $45,500,916.

The National Association of College and University Business Officers recently completed a study, "Comparative Financial Statistics for Public Community and Junior Colleges, 1982-1983." The study reviewed the finances of 520 institutions from across the nation. The study reported that the median expenditures per FTE student were $2,994. In the same fiscal year, the expenditures per FTE in the Maryland community college system were $2,562. If community colleges in Maryland were operating at the national median, the Maryland community college expenditures would be $432 per FTE higher and, assuming a 50 percent State share of the costs of operation in accordance with State law, the additional State aid required to bring Maryland to the national median would be $13,835,664.

The Committee recognizes that the Governor and State legislature have been faced with difficult choices in allocating limited State resources to meet a variety of important needs. However, we believe that few issues are as important to the future economic health and well being of the State as the availability of a quality, affordable education that can be accessed by State residents throughout their lives. Community colleges are the best vehicle to address this issue. Providing such education should continue to be a State objective of increasing priority. Fully achieving this objective requires increasing levels of State support.

The State Board for Community Colleges has requested that the FY 1988 State Aid to Community Colleges provide for an increase in General Fund Appropriation of $10 million, or 14 percent above the FY 1987 funding level. The Committee endorses this action as a positive first step. Given the current and future needs of Maryland's community colleges, the history of underfunding, and the role community colleges play in the lives and economy of the State, the Committee feels it is reasonable to recommend a minimum $10 million increase for FY 1988 in the State Aid to Community Colleges.

Recommendation 49. That State legislation be enacted to provide an increase in the State Aid to Community Colleges by $10 million in FY 1988. Thereafter, annual increases would be made based on Recommendation 48.

OTHER OPERATING BUDGET ISSUES

To assure maximum efficiency in the use of their resources, community colleges must be given a reasonable level of flexibility in the allocation of their funds. At the same time, State and local governments must exercise a reasonable level of fiscal oversight and control to assure that funds are spent for the intended purposes. State law requires that community college budgets be appropriated by functional category by

local subdivisions. No flexibility to transfer funds among functions exists. State colleges and universities, on the other hand, are permitted to transfer 5 percent of their appropriations between functions. This allows a small but important degree of ability to adapt expenditures to meet changing institutional needs.

Recommendation 50. That State legislation be enacted to provide community colleges with the authority to transfer 5 percent of their appropriations between functions.

The proposed funding formula does not directly address the issue of assuring availability of funds for new program developments. However, the proposed formula does provide for increased stability in college budgets. It is anticipated, therefore, that colleges will be able to plan for the use of their resources more effectively and identify some funds which can be used for program development efforts.

Recommendation 51. That community colleges give continuing attention in their planning and budgeting processes to identifying operating budget funds that will be used for new program exploration and development.

CAPITAL FUNDING

The State provides at least 50 percent of eligible costs of site acquisition and development, architect-engineering fees, construction costs, furniture and equipment for community college construction. The current guidelines were developed to build and expand community college campuses and are based on full-time day equivalent students.

The rapid expansion of community college campuses that occurred during the 1960s and early 1970s will no longer happen. While there will continue to be some demand for new construction, needs of most colleges now center around renovation and structural repair of existing buildings. Most of these costs cannot be absorbed into current operating budgets. The State and local governments have invested in the land and buildings of Maryland community colleges, and this investment must be protected. Renovation and repair will have to be recognized priorities in order to maintain the quality of facilities now in use. In addition, State guidelines based on full-time day equivalent students may not provide adequate space for the burgeoning part-time evening students. These issues need to be addressed as revised State capital funding mechanisms are considered.

Recommendation 52. That the State Board for Community Colleges modify the facilities guidelines to assign higher priority to facilities renovation than to new facilities construction.

Recommendation 53. That the State Board for Community Colleges determine if the use of full-time day equivalent students in establishing classroom space is adequate.

Recommendation 54. That community colleges assure that facilities maintenance and repair needs are given careful consideration as college operating budgets are prepared.

EXTERNAL FUNDING

The lack of growth in governmental funding suggests that community colleges will have to go outside the traditional sources of support for funding of experimental and new projects. Soliciting funds and other resources from the community can have a positive effect as colleges involve more people in their operations and improve their images.

Recommendation 55. That each community college maintain an active foundation to serve college needs, either by providing scholarships or by encouraging local businesses and individuals to make contributions to the college. The State Board for Community Colleges should provide assistance to the colleges in setting up and operating viable organizations.

STUDENT FINANCIAL AID

Comprehensive financial aid programs are essential to the community college commitment to maintain open access. Inadequate financial resources should not serve as an obstacle to the opportunity for an education in Maryland.

Indiscriminate and drastic budget cuts, such as the recent federally enacted Gramm-Rudman-Hollings legislation, may substantially affect the financial stability of community colleges.

According to Dr. Charles Saunders at the American Council on Education, President Reagan's FY 1987 budget "would cut higher education programs by 23 percent, from $8.7 billion to $6.7 billion." The budget would hit student aid programs in particular. Saunders notes that "proposed changes in the Guaranteed Student Loan program threaten the collapse of the entire program." Banks may pull out of the program if the special allowance is reduced and the in-school interest subsidy is eliminated as the budget proposes. Also, over a million students would be dropped from eligibility for other federal financial aid programs, such as the Pell Grant program.

Unquestionably, Gramm-Rudman-Hollings has the potential to substantially reduce access to education. Some students who attended community colleges in the past would be unable to enroll in the future for financial reasons. However, it also is likely that some students who are unable to afford four-year public and private schools would choose community colleges instead. This makes the tuition level of community colleges an issue of critical importance in preserving access. Each increase in tuition closes the door to higher education for some of our citizens. Therefore, substantial increases in community college tuition rates at those institutions which already have very high rates should be avoided.

Recommendation 56. That the State of Maryland expand its student financial aid programs to offset the anticipated reduction in federal funds. Both loan and scholarship programs should be implemented to benefit students entering in the Fall of 1987.

Recommendation 57. That the State Board for Higher Education review the State policy toward financial aid for community college students and increase support for student financial aid.

CONCLUSION

The Committee on the Future is proposing the establishment of a new State funding formula to help fund community college operating budgets. The proposed formula is designed to assist community colleges to remain highly accessible, offer a high quality comprehensive program, serve local educational needs, and be able to adjust quickly to changing needs. These are the four main attributes of the community college mission. In order to achieve these objectives, the proposed formula is less sensitive to enrollment swings than the existing one, is adjusted annually for increasing costs, permits the offering of some high-cost vocational programs, maintains the current governance structure, provides all State residents the opportunity to receive a quality education, and recognizes economies of scale. An additional $10 million in State funds is proposed for community colleges for FY 1988 to fund needed enhancements.

In addition, the Committee proposes a change in State law to permit community colleges to reallocate up to 5 percent of their appropriations between functions. The Committee also is proposing revisions to the State's capital budget program to place more emphasis on renovation and structural repair, the maintenance of local foundations by the colleges, and improved State student financial aid programs to compensate for the anticipated Gramm-Rudman-Hollings legislation's reductions in federal funds.

VI. RECOMMENDATIONS

This chapter lists the recommendations that appeared in this report.

MISSION

Recommendation 1. That community colleges reinforce and strengthen their commitment to general education by including their commitment to general education in their mission statement and by developing strategies that will make general education available to all students.

That the State Board for Community Colleges state its commitment to general education in its State Plan.

Recommendation 2. That community colleges work with local secondary schools to strengthen the preparation of high school graduates by providing clear statements of skills necessary for college work and by providing placement test scores and other feedback data about the success of high school graduates at the community college.

Recommendation 3. That community colleges work to promote more aggressively the reputation of community colleges as institutions of academic excellence through outreach programs and through a closer cooperation with high school counselors.

Recommendation 4. That community colleges offer academic achievement scholarships to be awarded to high school students on the basis of their academic achievement.

Recommendation 5. That the State Board for Higher Education establish guidelines for four-year State colleges and universities, obligating them to give community colleges ample notice of changes in transfer requirements for particular programs.

Recommendation 6. That the State Board for Community Colleges explore regional articulation agreements with neighboring states to facilitate transfer for students who attend public and independent four-year colleges neighboring the State.

Recommendation 7. That the State Board for Community Colleges and the State Board for Higher Education rewrite statewide guidelines for articulation agreements which would give direct transfer of general education requirements.

Recommendation 8. That community colleges place emphasis on student access to transfer information.

Recommendation 9. That community colleges provide a sufficient range of sophomore courses to enable students to complete a full two years toward their bachelor's degree before transferring to a four-year college or university.

Recommendation 10. That community colleges establish honors programs to serve the superior students in their institutions.

Recommendation 11. That community college faculty make use of professional organizations to promote constructive dialogue between technical and humanities faculty.

Recommendation 12. That community colleges endorse and provide institutional support for Writing Across the Curriculum and Mathematics Across the Curriculum programs as pioneer efforts in integrating liberal studies with other parts of the curriculum.

Recommendation 13. That community colleges commit resources to promote the planning of interdisciplinary programs and/or other strategies to integrate the arts and sciences with career education.

Recommendation 14. That community colleges integrate the arts and sciences with the developmental program.

Recommendation 15. That community colleges continue to support extracurricular academic and cultural activities at their campuses so that the community colleges will serve as centers of culture and intellectual vitality for their communities.

Recommendation 16. That community colleges work with high schools to establish two-plus-two programs to encourage students to stay in school and complete a technical program at the community college.

Recommendation 17. That community colleges work to establish and/or improve equipment and facility sharing agreements with local business and/or vocational education institutions.

Recommendation 18. That community colleges enable faculty to keep their skills up-to-date through job sharing agreements, educational seminars and conferences, and job rotation.

Recommendation 19. That community colleges establish a baseline of economic development service that is available at each college or on a regional basis which would enable the State Board for Community Colleges to be more active in increasing the role of community colleges in statewide economic development initiatives.

Recommendation 20. That the State Board for Community Colleges work with the colleges in coordinating business and industry courses and services for statewide emphasis.

Recommendation 21. That community colleges individually determine the appropriate priority to be given to providing training for local economic development, fostering closer ties with local agencies and business.

Recommendation 22. That the State Department of Economic and Community Development more effectively market and use funds for training opportunities at Maryland community colleges.

Recommendation 23. That community colleges continue to respond to the educational needs of adults with quality courses.

Recommendation 24. That community college continuing education divisions limit their noncredit offerings to courses that reflect the institution's role in higher education and enhance the image of the community college.

Recommendation 25. That community colleges continue to have a primary responsibility for remedial education within higher education in the State of Maryland.

Recommendation 26. That community colleges determine basic competencies required for enrollment in academic credit courses, restricting entry to students who demonstrate preparedness.

Recommendation 27. That community colleges adopt policies requiring mandatory skill assessment, course placement, and academic advising for all students.

Recommendation 28. That community college assessment standards be directly related to the skill level required for success in all introductory college-level courses offered by the institution.

Recommendation 29. That community colleges evaluate their remedial activities and be able to show that their efforts make a difference in student success and in the quality of education for all students.

Recommendation 30. That the State Board for Community Colleges provide statewide leadership for remedial education by sponsoring workshops on remedial education and by providing information and other assistance to institutions attempting to address the remedial needs of their students.

Recommendation 31. That the State Board for Community Colleges, in cooperation with the community colleges, expand the statewide information system to include data about remedial students and their performance.

Recommendation 32. That community colleges develop and implement a standard of progress requirement and that colleges provide the necessary support services, such as a strong advising system, and sanctions that will enable the standards of progress program to have a positive impact on student success and on the educational quality of the institution.

Recommendation 33. That community colleges ensure that student services are engaged directly with the mission of the institution, most notably the commitment to student success.

Recommendation 34. That community colleges institute a comprehensive academic advising system that requires proper assessment of skills and interests, career decision making, educational planning, monitoring student standards of progress, and intervention strategies for students who do not progress satisfactorily.

Recommendation 35. That community colleges develop and implement a long-range plan for faculty development. In addition, community colleges should support programs for faculty development through sabbaticals, released time for scholarly endeavors, funding support for conferences, and other appropriate means.

Recommendation 36. That community colleges develop and annually review and update affirmative action plans affecting both students and college personnel.

Recommendation 37. That the Maryland community college system together with the State Board for Community Colleges identify colleges with exemplary programs and designate them as Centers of Excellence for those programs, along with appropriate support.

GOVERNANCE

Recommendation 38. That all members of Maryland community college boards of trustees be appointed by the Governor of the State and that all board members be appointed to terms of not more than six years and serve not more than twelve consecutive years.

Recommendation 39. That community colleges, in coordination with the State Board for Community Colleges, strengthen the formal orientation process for all new trustees that would include a discussion of local, State, and national issues and the roles and responsibilities of board members.

Recommendation 40. That each community college board of trustees establish with their president an ongoing, well-planned trustee development plan that would keep trustees informed about the complex environment in which they are expected to provide leadership.

Recommendation 41. That the boards of each entity of the community college system develop a planning process and plan that will enable each college and the State system to reach their goals; collect and analyze data that will permit an evaluation of success; and develop a feedback process that will permit modification of activity based on evaluation.

Recommendation 42. That community colleges institute an internal programmatic review process that serves the college planning process and serves as an opportunity for the college to improve the quality of existing programs and maintain a comprehensive balance among types of programs.

Recommendation 43. That the State Board for Community Colleges assist each institution and appropriate accrediting agencies in recommending a calendar of complementary time schedules for all accrediting activities.

Recommendation 44. That community college trustees set the example of support for accreditation in their institution and that they take the necessary steps to improve institutional and local understanding of the purpose and value of accreditation.

Recommendation 45. That a State coordinating governance system continue to characterize the relationship between the State and the individual institutions of the community college system.

Recommendation 46. That the State Board for Community colleges ensure community colleges provide a high level of service and are operated efficiently and that the State Board adopt the following intervention process:

- o Five circumstances justify State Board for Community Colleges intervention: (1) persistent financial irregularities and mismanagement of the community college as reflected in annual audits and management letters; (2) a serious loss of local public or financial support; (3) a precipitous drop in institutional enrollment; (4) a request by the Governor; and (5) a request by the local board of trustees. When one or more of the five circumstances occur, the following process should be activated.

  - The State Board for Community Colleges will define the problem utilizing an analysis of appropriate data and then request that the local college board of trustees provide a written report that will outline their plan for dealing with the problem. This step may be conducted in a meeting of the State Board and the local board of trustees.

  - The State Board for Community Colleges will respond to the trustees report with a statement of conditions that will resolve the problem and a series of recommendations that are necessary for corrective action to occur. The local trustees should be given an opportunity to respond to the State Board recommendations.

  - The State Board for Community Colleges has six options available: (i) accept the local trustees plan and request periodic progress reports; (ii) seek additional State Board staff analysis of the problem and corresponding recommendations for corrective action; (iii) engage the assistance of responsible local officials in resolving the problem; (iv) request a team visit by trustees and presidents from other Maryland community colleges for the purpose of making corrective action; (v) request that the

State Legislative Auditor conduct a study of the problem; and (vi) commission a study of the college by a management consultant.

- The State Board for Community Colleges will communicate its choice(s) of action to the local board of trustees. If action is required of the trustees, the State Board communication will include any deadlines and reporting responsibilities of the local board.

- In the event that the local board of trustees does not take corrective action or explain the reasons for taking alternative actions in a way that is satisfactory to the State Board for Community Colleges, the State Board may exercise any of its legal options including petitioning the Governor to take some specific action, such as replacing the local board, to resolve the problem.

FINANCE

Recommendation 47. That State legislation be enacted to provide a new funding formula for community colleges which implements the model shown in Table 9.

Recommendation 48. That State legislation be enacted to provide for an annual adjustment in all parts of the State funding formula. Possible methods for achieving this include such indexing factors as the Consumer Price Index, the Higher Education Price Index, increased rate for State colleges and universities, State employee salary increases, and community college operating costs, subject to a reasonable maximum percentage.

Recommendation 49. That State legislation be enacted to increase the State Aid to Community Colleges by $10 million in FY 1988. Thereafter, annual increases would be made based on Recommendation 48.

Recommendation 50. That State legislation be enacted to provide community colleges with the authority to transfer 5 percent of their appropriations between functions.

Recommendation 51. That community colleges give continuing attention in their planning and budgeting processes to identifying operating budget funds that will be used for new program exploration and development.

Recommendation 52. That the State Board for Community Colleges modify the facilities guidelines to assign higher priority to facilities renovation than to new facilities construction.

Recommendation 53. That the State Board for Community Colleges determine if the use of full-time day equivalent students in establishing classroom space is adequate.

Recommendation 54. That community colleges assure that facilities maintenance and repair needs are given careful consideration as college operating budgets are prepared.

Recommendation 55. That each community college maintain an active foundation to serve college needs, either by providing scholarships or by encouraging local businesses and individuals to make contributions to the college. The State Board for Community Colleges should provide assistance to the colleges in setting up and operating viable organizations.

Recommendation 56. That the State of Maryland expand its student financial aid programs to offset the anticipated reduction in federal funds. Both loan and scholarship programs should be implemented to benefit students entering in the Fall of 1987.

Recommendation 57. That the State Board for Higher Education review the State policy toward financial aid for community college students and increase support for student financial aid.

APPENDIX A

Synopsis of Members

of Committee on the Future and Staff

JOHN A. CADE. Maryland State Senator, District 33.
Attended Kentucky and Ohio parochial schools. Received BS from Xavier University and MBA from Northwestern University. Attended Chase College and University of Maryland law schools. Professional business and real estate consultant. Graduate of the Realtor's Institute. Served in the U. S. Marine Corps. Member of Anne Arundel County Charter Board, Anne Arundel County Council, and numerous commissions and committees studying State and local financing, taxation, assessments, budgets, transportation, and education. Received Distinguished Service Award, Glen Burnie Jaycees. State Senator since 1975. Member of Budget and Taxation Committee, Rules Committee, Legislative Policy Committee. Senate minority leader.

ROLAND J. CHAPDELAINE. Dean of Instruction, Howard Community College.
Received MS and EDd from Ball State University. Has made numerous professional presentations, such as the EDUCOM 1985 conference. Has been a reader for grant proposals, such as for the Annenberg/CPB project. Participated in numerous professional activities throughout Maryland. Has been chair for the Maryland Academic Deans; steering committee member of Maryland Consortium of Biological Scientists. Has been involved in many community activities. Served on the board of directors of the Education/Business Alliance and the board of directors of the Savage Mill Museum. Since assuming position at Howard has served as instructor in biology, coordinator for faculty and instructional development, acting dean of students, and dean of instruction.

BILL G. CLUTTER. Dean of Continuing Education/Community Services, Community College of Baltimore.
Midwestern State University (magna cum laude), BA; University of Maryland, MA; The American University, PhD. Attended The Institute for the Management of Lifelong Education at Harvard University. Previously Director of Admissions and Registrar, Director of Community Services, and Associate Dean of Community Services at Prince George's Community College. Served as Chairman, Region III Conference of Deans and Directors of Continuing Education/Community Services. Chairman, Maryland Deans and Directors of Continuing Education/Community Services.

JANET COOK. Associate Professor of English and Speech Communication, Allegany Community College.
Received BS and MEd at University of Nebraska-Lincoln. Taught in junior and senior high schools in Nebraska and assisted in developing a speech communication curriculum for the Lincoln Public Schools. Taught at Allegany Community College for 11 years and actively involved in governance activities. Served as President of the Maryland Communication Association and currently serving as Associate Editor of Communication Quarterly, the journal of the Eastern Communication Association.

MARTIN A. CRABBS. Comptroller, Frederick Community College.
Graduate of Frederick Community College. Holds BS from Mount St. Mary's College and Master's degree in Business Administration. Certified Public Accountant, member of the Maryland Association of CPAs, and the National

Association of College and University Business Officers. Served as a Middle States Evaluation Team member, past president of the Association of Maryland Community and Junior College Business Officers, currently a member of the Eastern Association of College and University Business Officers two-year college committee. Previously a financial manager in private industry.

PHILIP R. DAY, JR. President, Dundalk Community College.
Native of Maine, attended and graduated from Jamestown Community College in upstate New York. Received bachelor's degree from the University of Southern Maine and completed graduate studies at S.U.N.Y. at Buffalo and the University of Massachusetts at Amherst. Has been President of Dundalk Community College since 1982. Prior to 1982 held key administrative positions in South Carolina, Maine and Massachusetts. Presented numerous papers at national and regional conferences on the topics of planning, marketing and enrollment development, and business and industrial partnerships. Authored numerous articles and most recently credited with writing In Search of Community College Partnerships and Profiles in Partnership, both of which are reviews of community college efforts with industry.

GLENNON L. DEROY. Member of Board of Trustees, Harford Community College.
Has served as chairman and vice-chairman of the Board of Trustees. Has been a research chemist, chemical engineer, soldier and civic leader. Received BS in chemical engineering from University of Missouri. Was in technical sales for the Mississippi Lime Company; a research chemist for Fouke Fur Company; and a project engineer, program manager, and supervisor at the Edgewood Arsenal in Maryland. Served in the U. S. Army Ordnance Corps. Served as member of Harford County Board of Education. Served as treasurer of the Maryland Association of Boards of Education and member of the executive committee. Served as vice-president and treasurer of the Maryland Association of Community College Trustees.

ROBERT L. GELL. President, Cecil Community College.
President of Cecil Community College since 1978. At time of this appointment was Dean of Institutional Research and Analysis at Montgomery College where he worked since 1969. Prior to coming to Maryland, was Associate Director of the Area Training and Technical Assistance Center at Wayne State University in Detroit. Completed undergraduate work at Kearney State Teachers College in Nebraska and earned graduate degrees at The American University in Washington, DC.

JOAN C. HENNESSEY. Assistant Professor of English/Basic Skills, Coordinator of Developmental Studies, Chesapeake College.
Attended Duke University as an Angier B. Duke Scholar. Received BS in Education and MEd in Reading at University of Maryland. Doctoral candidate at University of Maryland. Taught elementary school (private and public) for 20 years in Montgomery County. Has taught Reading and Developmental English at Chesapeake College for six years. Currently serving as faculty representative to Chesapeake's Administrative Council, on the board of the Maryland Community College Reading Association, and as a founding member of the Association of Faculty for the Advancement of Community College Teaching (AFACCT).

ROBERT LAWRENCE. Owner of automobile dealership, Salisbury.
President of Maryland Independent Automobile Dealers Association; Vice Chair of Wor-Wic Tech Community College Board of Trustees. Graduate of Centerville, Maryland High School; received BS in mechanical engineering from University of Maryland. Retired Captain, U. S. Air Force. Outstanding Young Man of the Year, State of Maryland, 1968 and 1969. Time Magazine Quality Dealer of the Year, 1975. Member of Rotary and Masonic Lodge.

JUDITH E. MARTINCIC. Director of the Maryland Industrial Training Program, a Division of the Department of Economic and Community Development.
Has been with the Department of Economic and Community Development for 15 years, 11 of which were spent with the Community Development Administration, the State's housing finance agency, and four years with the economic development side of the department. Her background and experience is in management and finance.

MARIE E. NOWAKOWSKI. Director of Counseling and part-time instructor, Social Science Division, Hagerstown Junior College.
Responsible for coordinating academic advisement; career and transfer counseling; and serves on the Human Services, Early Childhood, and Administration of Justice Advisory committees. Member of the Washinton County Alcohol and Drug Abuse Council and the Mental Health Association. Licensed psychologist. Did graduate work in counseling psychology at The Catholic University with a clinical internship at New York University Medical Center. Prior to joining staff at Hagerstown, was assistant to the Dean of Admissions at The Catholic University, instructor in psychology and education at Alvernia College, and a high school science teacher.

ANTHONY V. PAPPAS, JR. Dean of Student Services and Assistant ot the President for Planning and Development at Anne Arundel Community College.
Holds a PhD in counseling and educational psychology and a Master of Arts in sociology and demography from the University of Mississippi. Served as a vice-chancellor of the University of South Carolina at Spartanburg; Director for Career Planning Services for The American College Testing Program; and consultant to many educational organizations in planning and development and career development services. Prior experience includes manager of marketing and finance departments of a large construction company and credit manager for several financial organizations.

ROBERT E. PARILLA. President, Montgomery College.
Appointed President of Montgomery College in 1979. Prior to this, served as District Executive Vice Chancellor of Cuyahoga Community College District in Cleveland, Ohio. Serves as a member of the Liaison Committee of the American Association of Community and Junior Colleges and the Council of Associate Degree Programs, National League for Nursing, and Executive Council of the NLN. Member of the Commission on Leadership Development and Academic Administration of the American Council on Education. Elected First Vice Chairman of the AACJC Presidents Academy. Recipient of the ACCT's Northeast Regional Chief Executive Award for 1986.

JOHN T. PARRAN. Insurance and real estate broker.

Graduate of University of Maryland and a World War II veteran. Elected to Maryland House of Delegates in 1954 and the Maryland Senate in 1958. Presently serves as Chairman of Maryland National Bank Advisory Board in Southern Maryland; Vice Chairman of Charles County Community College Board of Trustees; member of Maryland Federal Savings and Loan Advisory Board; member of Tri-County Council for Southern Maryland; Potomac River Fisheries Commission; and many service organizations, including Lions Club, Chamber of Commerce, and business associations.

HOWARD P. RAWLINGS. Member, House of Delegates, District 40.

Has been a member of Maryland House of Delegates for eight years. During that time served on Appropriations Committee and is currently the chair of the Appropriations Subcommittee of Health and the Environment. Is a member of the Executive Committee of the Board of Directors of the University of Maryland Medical System. Represents the House of Delegates on the Maryland Housing Policy Commission; has a close association with higher education in the State of Maryland. Has served as an associate professor of mathematics at the Community College of Baltimore for ten years. Currently serving as chair of the Policy and Priorities Committee of the Education Commission of the States and as a member of that groups' executive committee.

SHEILA M. TOLLIVER. Executive Assistant for Education for the Governor of Maryland.

Holds BA and MA degrees in English and Secondary Education and a PhD in Special Education from the University of Maryland. Serves on the Commission on Excellence in Higher Education and the Task Force to Study Flexibility in Higher Education. Served as a member or representative on a number of education-related study groups, including the National Governor's Association Task Force on Undergraduate Quality, the Financial Aid Task Force of the State Board for Higher Education, the Desegregation Task Force, The Johns Hopkins Task Force on Urban Education and the Metropolitan Labor Force, and the Values Education Commission. By appointment of the Education Commission of the States and the Institute for Educational Leadership, is Coordinator of the State Education Policy Seminar program.

JAMES D. TSCHECHTELIN. Executive Director, Maryland State Board for Community Colleges.

Held positions at Harford Community College and the University of Maryland College Park before joining the State Board for Community Colleges staff in 1975. Professorial Lecturer at George Washington University. Received BA from University of Kansas, MA from Ohio University, Athens; and EdD from George Washington University. Member, American Association for Higher Education. Treasurer and member of the Board of Directors, National Council of State Directors of Junior and Community Colleges.

COMMITTEE STAFF

DIANNE S. GANZ. Professor of English and Philosophy at Montgomery College.
Holds graduate degrees from the University of Maryland, The Johns Hopkins University, and The Catholic University. Currently working on a doctorate in Religious Studies at The Catholic University. In 1979, awarded an N.E.H. fellowship. Given numerous scholarly presentations and papers at professional conferences. Co-moderator of the Humanities Panel Discussion Series at the Center Stage, Baltimore.

DOROTHY S. LINTHICUM. Education consultant.
Received BA from Baylor University and MA from University of Maryland. Has been an education consultant for the State Board for Community Colleges since 1977, completing studies on Economic Impacts of Community College Developmental Education and Economic Development. Studied accreditation costs at the University of Maryland Dental School; consulted with the Connecticut Regional Board of Community Colleges and several Maryland community colleges. Served on the staff of two education study committees: The University of Maryland Committee to Establish the Center for Educational Research and Development and the Governor's Commission on Structure and Governance of Education in Maryland (The Rosenberg Commission).

PHILIP E. MANCHA. Professor, Department of History, Montgomery College.
Received BA from Bridgewater College and MA and PhD from Duke University. Has been a teacher at Montgomery College for 15 years. Has participated in a range of teaching and governance related activities while at Montgomery College. Served as a judge at National History Day at the University of Maryland. Has been a member of the Rockville Campus Reaccreditation Steering Committee and a member of the General Education Steering Committee. Presently Coordinator of Faculty Academic Advising. Previously worked at the National Archives in Washington, DC and taught at the University of Maryland Overseas Program—the Atlantic Division.

APPENDIX B

Regional Hearings Schedule

and

Participants

The Committee on the Future of Maryland Community Colleges held eight public hearings throughout the State to gather information before final deliberations. Position papers were distributed through the colleges to citizens and governmental officials as well as faculty, staff, and student groups. Appendix B includes a schedule of hearings and an alphabetical listing of participants who either testified at a hearing or provided written testimony. Each person is identified with the position or office he or she held at the time of the hearings.

REGIONAL HEARINGS SCHEDULE

October 16, 1985	Harford and Cecil Community Colleges Harford Community College Campus
November 4, 1985	State Agencies State House
November 6, 1985	Howard and Anne Arundel Community Colleges Colony 7 Inn
November 7, 1985	Frederick and Montgomery Community Colleges Montgomery College, Rockville
November 8, 1985	Catonsville, Dundalk, and Essex Community Colleges National Aquarium, Inner Harbor
November 13, 1985	Charles County and Prince George's Community Colleges Prince George's Community College Campus
November 14, 1985	Allegany, Hagerstown, and Garrett Community Colleges Allegany Community College Campus
November 15, 1985	Chesapeake and Wor-Wic Tech Community Colleges Chesapeake College Campus

PARTICIPANTS

Donald L. Alexander
President
Allegany Community College

William H. Amoss
State Senator
Cecil & Harford Counties

Roger Andersen
Vice President for Administrative Affairs
Allegany Community College

Ed Baker
Faculty Member
Chesapeake College

R. Holmes Baker
Vice-Chairman, Board of Trustees
Frederick Community College

Dennis Bartow
Dean of Instruction
Prince George's Community College

George Bell
Faculty Member
Cecil Community College

Louis W. Bender
Director of the State
& Regional Higher Education Center
The Florida State University

Christopher Bever
First Vice President
Montgomery County Arts Council

Elizabeth Blake
Director of Carroll County Branch
Catonsville Community College

Gerald Bilderback
Private Industry Council
Upper Eastern Shore

Gary Boggs
Chamber of Commerce
Salisbury

Arthur T. Bond
President, County Commissioners
Allegany County

Paul Bower
Associate Dean of Student Services
Cecil Community College

Gail Bowerman
President, Board of Education
Frederick County

Ronald L. Bowers
Chairman, Board of Commissioners
Washington County

Laslow Boyd
Director, Schaefer Center for Public Policy
University of Baltimore

C. H. Breedlove
Chairman, Faculty Council
Montgomery College, Rockville

Robert Brush
Dean of Instruction
Cecil Community College

James Buckley
W. L. Gore Associates

Clarence "Du" Burns
President
Baltimore City Council

Walter Campbell
Education Service Offices
Ft. George G. Meade

Stephen Capelli
Dean of Instruction
Wor-Wic Tech Community College

Rodney Carnill
Student
Cecil Community College

Deborah Carpentier
Student Government Association
Charles County Community College

Sister Cecilia
Administrator, Sacred Heart Hospital
Cumberland

Bob Cheeks
Welfare Rights Organization

Richard F. Colburn
State Delegate
Caroline, Dorchester, Talbot
& Wicomico Counties

Frank Collins
Coordinator
Department of Economic Development
Howard County

Nancy Colmer
Associate Dean of Continuing Education
Cecil Community College

Robert Cook
Director
Greater Salisbury Committee

William Cotten
Superintendent, Board of Education
Dorchester County

J. Thomas Craighead
Member, Board of Trustees
Chesapeake College

James Cronin
Vice President, Board of Education
Montgomery County

James Culp
President, Chamber of Commerce
Montgomery County

Victor Cushwa
State Senator
Allegany & Washington Counties

Donald Date
Director, Economic & Community
Development Commission
Frederick County

Deans of Students Affinity Group
Maryland Community Colleges

John W. Derr
State Senator
Frederick & Washington Counties

Bruce Douglas
President
Phoenix Construction Company

Jacques Dubois
Administrative Staff Organization
Prince George's Community College

Jacquie Duby
Public Schools System
Montgomery County

Georgette Duffy
Alumni Association
Cecil Community College

Kenneth Duncan
Executive Vice President
John Hanson Savings & Loan Association

Thomas W. Dwyer
Faculty Member
Hagerstown Junior College

Pete Eckel
Administrative Assistant
County Commissioners
Frederick County

David W. Edgerley
Director, Economic Development Office
Allegany County

Joseph Edwards
Economic Development Corporation
Prince George's County

Carol L. Engstrom
Member
Hagerstown Junior College Foundation, Inc.

Timothy Fagan
Department of Aging
Baltimore County

Rodney Fields
Dean of Instruction
Community College of Baltimore

Roger L. Fiery, Jr.
Member, Board of Trustees
Hagerstown Junior College

Thomas B. Finan, Jr.
Chairman, Board of Trustees
Allegany Community College

W. Timothy Finan
State Delegate
Allegany & Garrett Counties

Robert Folkart
Faculty Member
Dundalk Community College

Pam Fowler
Co-Chair, Support Staff
Howard Community College

J. LeRoy Frazier
Director, Continuing Education
Frederick Community College

Habern Freeman
County Executive
Harford County

Patricia Galloway
Classified Staff Council
Harford Community College

Charles Gilchrist
County Executive
Montgomery County

Allen Goldberg
Treasurer, Student Government Association
Howard Community College

Terry Greenwood
Superintendent of Schools
Wicomico County

Jeffrey Griffith
Vice President, County Commissioners
Carroll County

Michael Gudis
President, County Council
Montgomery County

Nelson P. Guild
Executive Director
Board of Trustees
of State Universities & Colleges

Ronald A. Guns
State Delegate
Caroline, Cecil, Kent,
Queen Anne's & Talbot Counties

Paul Haberlein
Dean of Finance
Allegany Community College

Leroy Hall
Director, Vocational-Technical Education
Board of Education
Worcester County

Donald E. Hamilton
Vice President
Susquehanna Regional
Private Industry Council

Robert Hannon
Economic Development Commission
Baltimore County

John Hardwicke
President, County Council
Harford County

Antoinette Hastings
Provost, Rockville Campus
Montgomery College

Steven G. Henderson
Student & Coordinator of Veteran Services
Hagerstown Junior College

Robert Herd
President, Student Government Association
Anne Arundel Community College

Michael P. Hickey
Director of Re-employment Center
General Electric Company

Wilbur Hicks
Faculty Member
Community College of Baltimore

Addison S. Hobbs
Assistant State Superintendent
State Department of Education

Richard J. Hopkins
Chairperson
Economic Development Commission
Washington County

Ayn Hoyt
Vice President
Student Government Association
Anne Arundel Community College

Donald P. Hutchinson
County Executive
Baltimore County

Lewis R. Jackson, Jr.
County Commissioner
Cecil County

James Jeffers
Chairperson, Board of Trustees
Community College of Baltimore

Suku John
Editor, Student Newspaper
Montgomery College, Rockville

Brent M. Johnson
Secretary
Department of Employment & Training

Linda Johnston
President, Faculty Forum
Howard Community College

George Kaplan
Chairperson
Advisory Committee for the Handicap
Assistance Certificate Program
Montgomery College

Edward J. Kasemeyer
State Delegate
Howard & Montgomery Counties

Robert Keily
Executive Director
Salisbury/Wicomico
Economic Development Corporation

Robert Keller
Greater Baltimore Committee

Deborah Kendig
Chairman, Board of Education
Howard County

Robert Keys
Dean of Students
Catonsville Community College

Anne Mills King
Faculty Senate
Prince George's Community College

Charlotte King
Department of Social Services
Charles County

Mary Ellen Kiss
Private Industry Council
Prince George's County

Mary Knarr
Faculty Member
Cecil Community College

Sheldon H. Knorr
Commissioner
State Board for Higher Education

Jerry L. Kunkle
Acting Superintendent, Board of Education
Cecil County

Jack B. Kussmaul
President
Frederick Community College

Joel Lapin
Faculty Member
Catonsville Community College

Paul Larkin
Director of Institutional Research
Community College of Baltimore

Murray Levi
Chamber of Commerce
Charles County

Laurence Levitan
State Senator
Montgomery County

George H. Littrell, Jr.
State Delegate
Carroll, Frederick & Howard Counties

Peter Lombardi
President
Maryland Chamber of Commerce

James Lott
Executive Director
Governor's Employment & Training Council

Donald C. McAneny
Director, Memorial Hospital
Cumberland

Thomas McCarthy
General Manager, Hecht Company
Salisbury

Kim McFann
Alumni
Howard Community College

Marvin McGoogan
Vice President, Board of Trustees
Wor-Wic Tech Community College

Stuart Macht
Chamber of Commerce
Baltimore County

Nita Maggio
Director, Department of Aging
Anne Arundel County

Leonard Mancini
Director of Admissions
& Enrollment Development
Dundalk Community College

William Manning
Co-Chair, Board of Education
Howard County

Lois Martin
Associate Superintendent
for Instruction & Program Development
Public Schools System
Montgomery County

Community College Research Group
Maryland Community Colleges

Lucille Maurer
State Delegate
Montgomery County

Daniel Mayer
Member, Board of Trustees
Charles County Community College

Claude O. Merckle
Member
Western Maryland Roundtable

Glen Merman, representing
Robert R. Staab
State Delegate
Baltimore County

Lawrence Miller
Maryland Apprenticeship & Training Council

Frederick Mitchell
Faculty Member
Cecil Community College

Helen Mitchell
Howard Community College Council

Richard J. Montgomery
Faculty Member
Hagerstown Junior College

Constance A. Morella
State Delegate
Montgomery County

Sandra Morse
President, Alumni Association
Montgomery College

Michael R. Morton
Executive Director
State Council on Vocational Education

Edward Moskel
Chairman, College Foundation
Montgomery College

Paul Muldowney
State Delegate
Frederick & Washington Counties

Eddie Murphy
Student Government Association
Prince George's Community College

Michael Murphy
Dean of the College
Harford Community College

Ethel Murray
State Delegate
Cecil & Harford Counties

Ronald Naso
Assistant Superintendent
Board of Education
Frederick County

Harold A. Neufeldt
Biochemical Research, U. S. Army
Fort Detrick

John Newcombe
President, Alumni Association
Charles County Community College

William Norman
Director of Fiscal Services
Board of Education
Anne Arundel County

Neal Norris
Coordinator of Curriculum Development
Reading Area Community College, PA

Charlene Nunley
Vice President for Planning & Advancement
Montgomery College

Elizabeth Obenshain
Chairman, Board of Trustees
Cecil Community College

Eric Ohrvall
Vice President
Arinc Research Corporation

Frederick F. Otto
Dean of Continuing Education
Hagerstown Junior College

Michael H. Parsons
Dean of Instruction
Hagerstown Junior College

William Patterson
Counselor
Montgomery College

Odetta Perdue
Private Industry Council
Lower Eastern Shore

Robert Petersen
President
Greater Cumberland Chamber of Commerce

Wendell H. Phillips
State Delegate
Baltimore City

Alice Pinderhughes
Superintendent of Schools
Baltimore City

Michael Pugh
Director, Economic Development
Cecil County

Sal Ranieri
Chamber of Commerce
Cecil County

Kathryn Reed
Executive Director, Chamber of Commerce
Frederick County

Eileen M. Rehrmann
State Delegate
Harford County

Florence Reiken
Faculty Member
Wor-Wic Tech Community College

Ronald Resh
Chairman, Private Industry Council
Montgomery County

Christopher Rhines
Faculty Member
Essex Community College

Edward Richards
Caroline County

Philip Ringle
Dean of Planning & Development
Essex Community College

A. A. Roberty
Superintendent of Schools
Harford County

Alicia Roque
Chair, Humanities Commission
Montgomery County

Walter Ross
Chairman
Community College Advisory Group
Calvert County

Emily Russell
Learning Center Advisory Committee
Chesapeake College

David Sampson
Treasurer
Susquehanna Regional
Private Industry Council

Mary Ellen Saterlie
Associate Superintendent of Schools
Baltimore County

Marilyn Scheiner
Chapter President, American Association
of University Professors
Montgomery College

Robert C. Schleiger
President
Chesapeake College

Barry Shadrach
Dean of Administrative Services
Dundalk Community College

Rose Shockey
Student
Dundalk Community College

Dana Shoenberg
Public Schools System
Montgomery County

Thomas Shuey
Student
Catonsville Community College

Richard Siciliano
Faculty Senate
Charles County Community College

John Sine
President
Charles County Community College

William Sivertsen
Director of Economic Development
Harford County

James T. Smith, Jr.
Chairperson, County Council
Baltimore County

Thomas Sommerville
Faculty Member
Essex Community College

Jeffrey Stone
Director, Department of Aging
Anne Arundel County

Barbara Stout
Faculty Member
Montgomery College

Richard Streett
Chairman, Board of Trustees
Harford Community College

Resha Stubbins
Student
Montgomery College

Maureen Sullivan
Chairperson, Board of Trustees
Montgomery College

John S. Toll
President
University of Maryland

Donald Toomey
President
Susquehanna Regional
Private Industry Council

Mebane Turner
President
University of Baltimore

Jean Turner
Faculty Member
Anne Arundel Community College

J. S. Tyler
Training Manager
Westinghouse Corporation

Richard A. Uhler
Chairperson, Board of Trustees
Baltimore County Community Colleges

Kathleen Wajer
Student
Harford Community College

Celonia Walden
Chairperson, Board of Trustees
Howard Community College

Edward Ward
Chamber of Commerce
Harford County

Todd Waymon
Faculty Member
Montgomery College

Nancy Pat Weaver
Classified Staff Organization
Prince George's Community College

Joseph Weaver
Chairman, Faculty Senate
Allegany Community College

Steven Welkos
Assistant Budget Officer
County Executive's Office
Anne Arundel County

Robert Wiedefeld
Dean of Management Resources
Prince George's Community College

Anna Williams
President, Classified Staff Council
Cecil Community College

Paul Wise
Caroline County Economic Development

Jerry R. Womack
Vice President, Western Maryland Division
First National Bank of Maryland

Richard Yankosky
Chairman, Faculty Senate
Frederick Community College

Rita Yates
Student
Community College of Baltimore

Margaret Zembower
Faculty Member
Allegany Community College

Stanley E. Zorick
Member, Board of Trustees
Allegany Community College

APPENDIX C

Annotated Code of Maryland

Education Article
Title 16
Community Colleges

Subtitle 1. State Board for Community Colleges

§ 16-104 Powers and Duties

Subtitle 2. Organization and Government of Community Colleges

§ 16-203 Powers of Board of Trustees

ANNOTATED CODE OF MARYLAND

EDUCATION ARTICLE

TITLE 16

COMMUNITY COLLEGES

SUBTITLE 1. STATE BOARD FOR COMMUNITY COLLEGES

§ 16-104. POWERS AND DUTIES.

(a) In General.

In addition to the other powers granted and duties imposed by this title, and subject to the provisions of Title 12 of this article, the State Board for Community Colleges has the powers and duties set forth in this section.

(b) General policies.

The Board has full statewide responsibility for the community colleges and shall establish general policies for their operation.

(c) Information and accounting system.

The Board shall establish and maintain a system of information and accounting for community college activities.

(d) Financial assistance to community colleges.

The Board shall:

(1) Provide grants-in-aid for the planning of new community colleges and new programs in existing community colleges;

(2) Administer the program of State support for the community colleges;

(3) Assist and represent the community colleges in seeking and administering federal money available to them.

(e) Assistance to State Board for Higher Education.

The State Board for Community Colleges shall assist the State Board for Higher Education in performing its duties as they relate to community colleges.

(f) Capital programs.

(1) In this subsection "community college" includes the Carroll County branch campus of the Catonsville Community College established under the authority granted by § 16-203 (1) of this title.

(2) The State Board for Community Colleges shall administer the general public junior or community college and regional community college construction program in accordance with procedures adopted by the Board of Public Works.

(g) Establishment of community colleges.

The Board shall recommend, review, and advise on any proposal for the establishment of a new community college.

(h) Curriculum.

The Board shall recommend, review, and advise on curriculum proposals for each new community college and on any proposed major addition to or modification of programs in any existing community college.

(i) Coordination with colleges; designation of program as statewide or regional.

(1) The Board shall coordinate relationships among the community colleges to:

(i) Assure the widest possible educational opportunities for students in this State;

(ii) Facilitate the transfer of students between the community colleges and the University of Maryland, the State universities and colleges, and other institutions of higher education; and

(iii) Assure the most efficient use of State money.

(2) The Board may designate any community college instructional program as a statewide or regional program.

(j) Coordination with schools.

The Board shall coordinate relationships between the community colleges, the State and county public school systems, and the private high schools to:

(1) Facilitate cooperation among them in the guidance and admission of students to the community colleges; and

(2) Arrange for the most advantageous use of facilities.

(k) Studies.

The Board shall study the problems of community college education.

(l) Advice.

The Board shall assist the community colleges individually or collectively by providing expert professional advice in all areas of their activities.

(m) Report to General Assembly.

Subject to § 2-1312 of the State Government Article, the Board shall report annually to the General Assembly on the activities of the Board and the community colleges.

SUBTITLE 2. ORGANIZATION AND GOVERNMENT OF COMMUNITY COLLEGES

§ 16-203. POWERS OF BOARD OF TRUSTEES.

(a) In general.

In addition to the other powers granted and duties imposed by this title, and subject to the authority of the State Board for Higher Education and the State Board for Community Colleges, each board of community college trustees has the powers and duties set forth in this section.

(b) Establishment and operation.

With the approval of the State Board for Higher Education, on recommendation of the State Board for Community Colleges, each board of trustees may establish and operate one or more community colleges.

(c) General control; rules and regulations.

Each board of trustees shall exercise general control over the community college, keep separate records and minutes, and adopt reasonable rules, regulations, or bylaws to carry out the provisions of this subtitle.

(d) Salaries and tenure.

Each board of trustees may fix the salaries and tenure of the president, faculty, and other employees of the community college.

(e) Acquisition of property.

Each board of trustees may purchase, lease, condemn, or otherwise acquire any property it considers necessary for the operation of the community college.

(f) Disposition of property.

(1) Each board of trustees may sell, lease, or otherwise dispose of community college assets or property.

(2) The president of the community college and the chairman of the board of trustees may execute a conveyance or other legal document under an appropriate resolution of the board.

(g) Cooperative use of facilities with board of education.

Each board of trustees may:

(1) With the approval of the State Board for Community Colleges, permit the county board of education to use the lands, buildings, or other facilities of the community college; and

(2) With the approval of the county board of education, use any land, buildings, assets, or other facilities of the county board of education.

(h) Gifts and grants.

Each board of trustees may apply for and accept any gift or grant from the federal government or any other person.

(i) Entrance requirements; curriculum.

Subject to the minimum standards of the State Board for Community Colleges, each board of trustees may determine entrance requirements and approve offerings that consist of:

(1) Transfer programs offering the equivalent of the first 2 years of a bachelor's degree program;

(2) Career programs offering technical, vocational, and semi-professional education; and

(3) Continuing education programs.

(j) Student fees.

Each board of trustees may charge students reasonable tuition and fees set by it with a view to making college education available to all qualified individuals at low cost.

(k) Suits.

Each board of trustees may sue and be sued.

(l) Agreements.

Each board of trustees may make agreements with the federal government or any other person, including agreements between counties to support a regional community college, if the board considers the agreement advisable for the establishment or operation of the community college.

(m) Name.

Each board of trustees shall be styled "the board of trustees of ..... community (or junior) college."

(n) Seal.

Each board of trustees may adopt a corporate seal.

APPENDIX D

Annotated Code of Maryland

Education Article
Title 16
Community Colleges

Subtitle 2. Organization and Government of Community Colleges

§ 16-204 President

ANNOTATED CODE OF MARYLAND

EDUCATION ARTICLE

TITLE 16

COMMUNITY COLLEGES

SUBTITLE 2. ORGANIZATION AND GOVERNMENT OF COMMUNITY COLLEGES

§ 16-204. PRESIDENT.

(a) Appointment.

Each board of trustees shall appoint a president of each community college under its jurisdiction.

(b) Duties.

The president:

(1) Shall report directly to the board of trustees;

(2) Shall recommend the appointment by the board of qualified faculty members and other employees necessary for the efficient administration of the community college;

(3) Shall recommend the discharge of employees for good cause; however, any employee with tenure shall be given reasonable notice of the grounds for dismissal and an opportunity to be heard;

(4) Is responsible for the conduct of the community college and for the administration and supervision of its departments; and

(5) Shall attend all meetings of the board, except those involving his personal position as president.

APPENDIX E

Annotated Code of Maryland

Education Article
Title 12
State Board for Higher Education
(in part)

ANNOTATED CODE OF MARYLAND

EDUCATION ARTICLE

TITLE 12

STATE BOARD FOR HIGHER EDUCATION
(in part)

The statutory responsibilities of the State Board for Higher Education, as stated in the Education Article of the Annotated Code of Maryland, include but are not limited to the following:

- To coordinate the overall growth and development of postsecondary education in this State;
- To the extent practicable, consult with each agency and institution that is affected directly by its actions and recommendations before taking final action on them;
- To constitute the State postsecondary education commission under Title XII of the Higher Education Act of 1965, as amended from time to time;
- To administer State funds for private higher education institutions; and assure that the purposes for which the funds were appropriated are met;
- To develop, implement, and administer plans and programs for interstate and regional cooperation, including reciprocity agreements on matters that affect higher education;
- To secure, compile, and evaluate information on any matter within its authority on the forms it requires from any person, agency, or institution subject to its jurisdiction;
- To review operating budget requests and develop and present to the Governor a consolidated operating budget for higher education;
- To review and make recommendations but not reduce, increase, or modify the operating budget requests of the responsible institutions and agencies;
- To review proposals for capital projects and improvements desired by the public institutions of higher education, seek State funds for such projects and improvements, and make recommendations with respect to them to the Governor and General Assembly;

- To review and approve, before implementation, each proposal for any new program and any substantial expansion, curtailment, or discontinuance of any existing program;

- To review and make recommendations on the continuation, modification, or duplication of existing programs;

- To establish general guidelines for tuition and fees for consideration by the governing boards of the institutions;

- To establish and implement procedures for transfer of students and faculty between institutions, cooperative programs among the public institutions to assure appropriate flexibility in the higher education system, and standards for the reciprocal acceptance of credits;

- To establish general guidelines for faculty and administrative salaries for consideration by the governing boards of the institutions;

- To study and recommend ways to improve and coordinate student financial assistance programs and State and federal programs of support for higher education;

- To review annually the long- and short-term plans, goals, and objectives of each institution for consistency with the objectives and priorities of the board;

- To recommend but not change the status of a community college, State college, or university;

- To establish minimum requirements for issuing certificates, diplomas, and degrees by public and private institutions of postsecondary education in this State; and

- To perform any other duty delegated to it in accordance with law.

REFERENCES

American Association of Community and Junior Colleges. The 1985 AACJC Public Policy Agenda. Washington, DC: American Association of Community and Junior Colleges, February 1985.

Association of American Colleges. Integrity in the College Curriculum: A Report to the Academic Community. Washington, DC: American Association of Colleges, 1985.

Association of Governing Boards of Universities and Colleges. Trustee Responsibilities. Washington, DC: AGB, 1980.

Bennett, William J. To Reclaim A Legacy: A Report on the Humanities in Higher Education. Washington, DC: National Endowment for the Humanities, 1984.

Berdahl, Robert O. Statewide Coordination of Higher Education. Washington, DC: American Council on Education, 1971.

Brookes, Michael C. T. and Katherine L. German. Meeting the Challenges: Developing Faculty Careers. ASHE-ERIC Higher Education Research Report No. 3. Washington, DC: Association for the Study of Higher Education, 1983.

California State Postsecondary Education Commission. Reaffirming California's Commitment to Transfer: Recommendations for Aiding Student Transfer from California University Colleges to the California State University and the University of California. Sacramento, March 4, 1985.

Carnegie Council on Policy Studies. Three Thousand Futures. San Francisco: Jossey-Bass Publishers, 1980.

Cohen, Arthur M. "The Community College Teacher: Linking the Profession, the Discipline, and the Curriculum." Review and Proceedings of the Community College Humanities Association 2(1981): 16-22.

Cohen, Arthur M. and Florence B. Brawer. The American Community College. San Francisco: Jossey-Bass, 1982.

Comparative Financial Statistics for Public Community and Junior Colleges 1982-83. Washington, DC: National Association of College and University Business Officers, 1985.

Cosand, Joseph P. Perspective: Community Colleges in the 1980s. Horizons Issues Monograph Series. Washington: American Association of Community and Junior Colleges, 1979.

Davis, Gordon K. "General Threats to Institutional Integrity." (ed.) Maintaining Institutional Integrity: New Directions for Community Colleges, No. 52, San Francisco: Jossey-Bass, December 1985.

Deegan, William L., Dale Tillery and Associates. Renewing the American Community College: Priorities and Strategies for Effective Leadership. San Francisco: Jossey-Bass, 1985.

Dehart, A. Robert. "In Search of Excellence—For ordinary people." Innovation Abstracts, Vol. VI, No. 32.

Duffy, Karen Louise and Paul F. Fendt. "Trends in Adult Learning: Implications for Community College Educators." Community College Review 12.1 (1984): 41-47.

Dumke, Glenn. "A Ministry of Education for the United States? The Problem of Accreditation." In William J. Johnston (ed.) Education on Trial. San Francisco: Institute for Contemporary Studies, 1985.

Eaton, Judith. "The Challenge for Change at the Community College." Educational Record 66.4 (1985): 5-11.

Eaton, Judith S. "Community College Culture," Community and Junior College Journal 55(1984): 52-55.

Final Report and Proposed Plan of the Iowa Task Force on Remedial Programs. Richard Remington, Chair. Des Moines: Iowa Department of Public Instruction, 1985.

Gleazer, Edmund J. The Community College: Values, Vision and Vitality 1980. Washington, DC: American Association of Community and Junior Colleges, 1984.

Gollattscheck, James F. "Strengthening Continuing Education in Community Colleges." (ed.) Strengthening Internal Support for Continuing Education: New Directions for Continuing Education, No. 9. San Francisco: Jossey-Bass, 1981.

Hankin, Joseph N. and Philip A. Fey. "Reassessing the Commitment to Community Services." Renewing the American Community College: Priorities and Strategies for Effective Leadership. Ed. William L. Deegan, Dale Tillery and Associates. San Francisco: Jossey-Bass, 1985.

Hodgkinson, Harold L. Guess Who's Coming to College: Your Students in 1990. A Research Report from the State-National Information Network for Independent Higher Education. Washington: National Institute of Independent Colleges and Universities, 1983.

Ingram, Richard. "Trustees—Power and Sanity in the 1980s," Educational Record, Winter, 1980.

Kentucky Council on Higher Education. Program Funding by Formula of the Unrestricted Current Fund Operation of Kentucky's Public Higher Education Institutions. Frankfort: Council on Higher Education, 1977.

Kirchner, Landon. "Humanities, Culture, and Community Colleges." The Review and Proceedings of the Community College Humanities Association 2(1981): 23-31.

Koltai, Leslie. "The Agony of Change." ERIC Clearinghouse, 1980.

Larkin, Paul G. "Employment Megatrends: 21st Century Implications of a Shift in the Economy Toward People Work." Presented at the Maryland State Planning Commission fiftieth anniversary, October 27, 1983.

Linthicum, Dorothy. Economic Development Through Education at Maryland's Community Colleges. Annapolis, MD: State Board for Community Colleges, August 1985, 44-45.

Long, Huey B. Adult and Continuing Education: Responding to Change. New York: Teachers College Press, 1983.

Lynton, Ernest A. "A Crisis of Purpose: Reexamining the Role of the University." Change 15.7 (1983): 15-23, 53.

Martorana, S. V. and James J. Wattenbarger. Principles, Practices, and Alternatives in State Methods of Financing Community Colleges and An Approach to Their Evaluation, with Pennsylvania, A Case Study. University Park, PA: Center for the Study of Higher Education, The Pennsylvania State University, 1978.

Marty, Myron A. "Legitimacy and the Promise of Community Colleges." Ed. Myron Marty. Responding to New Missions: New Directions for Community Colleges, No. 24. San Francisco: Jossey-Bass, 1978. 97-100.

Maryland Statewide Plan for Postsecondary Education. Annapolis, MD: State Board for Higher Education, 1986.

McCabe, Robert H. "Quality and the Open Door Community College." Current Issues in Higher Education. 1(1982-83): 7-11.

Millard, Richard. "Accreditation, Self-Regulation and Board Responsibility." ERIC Clearinghouse, 1981.

Millet, John. Conflict in Higher Education: State Government Coordination Versus Institutional Independence. San Francisco: Jossey-Bass Publishers, 1984.

Muller, Steven. "The Post-Gutenberg University," AAHE Current Issues in Higher Education. (1983-84): 32-38.

Muscatine, Alice. "Schools Debate Mission: Some Educators Say Humanities Losing Out." The Washington Post, December 16, 1985.

Naisbitt, John. Megatrends: Ten New Directions Transforming Our Lives. 1982. New York: Warner Books, 1984.

National Institute of Education. Involvement in Learning: Realizing the Potential of American Higher Education. Washington, DC: GPO, 1984.

Parilla, Robert E. "Dealing with the Special Interest Board Member." Presented at the Association of Community College Trustees Convention, Denver, CO, October 3, 1985.

Parnell, Dale. The Neglected Majority. Washington, DC: The Community College Press, a division of AACJC, 1985.

"Remedial Education in Maryland's Public Higher Education Institutions." Post-secondary Education Research Reports. State Board for Higher Education, Annapolis, MD: April 1985, 34.

Roueche, John E., George A. Baker III and Suanne D. Roueche. "Access with Excellence: Toward Academic Success in College." Community College Review, Vol. 12, No. 4, Spring 1985.

Shoemaker, Donna. "Maryland State Coordinating Board: A Burden or A Blessing?" Educational Record. Fall 1980.

Slowinski, Donald J. (ed.) A Guide for Effective Student Services, Baltimore, MD: Essex Community College, 1984.

Snyder, David Pearce. Demographic, Economic and Social Trends and Developments That Will Shape the Organizational Operating Environment during the 1980's: A Master Reference Document for Strategic Planners. Washington, DC: The Contemporary Speakers Bureau, n.d.

Stadtman, Verne A. "Academic Adaptations: Higher Education Prepares for the 1980s and 1990s. The Carnegie Council on Policy Studies in Higher Education: A Summary of Reports and Recommendations. San Francisco: Jossey-Bass, 1980. 247-265.

State Plan for Community Colleges in Maryland, June 1985. Annapolis, MD: State Board for Community Colleges, June 1985.

Statewide Master Plan for Community Colleges in Maryland 1973-1983. Annapolis, MD: State Board for Community Colleges, October, 1973.

Strange, John H. "Preparing for Today Tomorrow: Faculty Training for the New Technologies," American Association of Higher Education Bulletin. (October 1983): 10-13.

Swift, John S. Jr. "Lifelong Learning: A Call for Action by Higher Education." Lifelong Learning 9.5 (1986): 17-19.

Tillery, Dale and James L. Wattenbarger. "State Power in A New Era: Threats to Local Authority." New Directions for Community Colleges, No. 49. San Francisco: Jossey-Bass, 1985.

Trombley, Toni B. and David Holmes. "The Changing Roles and Priorities of Academic Advising." Current Issues in Higher Education 1(1980).

Vaughan, George. The Community College at the Watershed: Balancing Open Access and Quality." Change 16.2 (1984): 38-44.

Vaughan, George. "Forging the Community College Mission." Educational Record, Summer 1984b.

Vaughan, George B. "Maintaining Open Access and Comprehensiveness." In Donald E. Puyears and George B. Vaughan (ed.) Maintaining Institutional Integrity: New Directions for Community Colleges, No. 52. San Francisco: Jossey-Bass, 1985.

Vaughan, George B. "Maintaining Open Access to Higher Education: The Continuing Challenge." National Forum 65:3 (1985): 31-34.

Wattenbarger, James L. "Community Colleges in the South." Southern Association of Community and Junior Colleges Occasional Paper, Vol. 2, No. 2, 1984.

Wegmann, Robert G. "Looking for Work in A New Economy," Change (July/August 1985): 41-47.

Wright, Frank W., Elloyse M. Garthwaite, and James E. Johnson. "A Matter of Choice" Community and Junior College Journal, May 1984.

ERIC Clearinghouse for
Junior Colleges
DEC 5 1986